S. HRG. 101-660

# HEAD START REAUTHORIZATION

## HEARING

BEFORE THE

SUBCOMMITTEE ON

CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

## COMMITTEE ON
## LABOR AND HUMAN RESOURCES
## UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

ON

EXAMINING PROPOSED LEGISLATION AUTHORIZING FUNDS FOR THE HEAD START EDUCATIONAL PROGRAM

MARCH 1, 1990

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE

28-056 ⇐ WASHINGTON : 1990

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

S541-31

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# HEAD START REAUTHORIZATION

THURSDAY, MARCH 1, 1990

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
*Washington, DC.*

The subcommittee met, pursuant to notice, at 2:20 p.m., in room SD-430, Dirksen Senate Office Building, Senator Christopher J. Dodd (chairman of the subcommittee) presiding.

Present: Senators Dodd, Pell, Harkin, Adams, Coats, and Kassebaum.

## OPENING STATEMENT OF SENATOR DODD

Senator DODD. The Subcommittee on Children, Family, Drugs and Alcoholism will come to order.

This afternoon I will be conducting our hearing on the reauthorization of the Head Start program. I want to apologize to my colleagues, the witnesses and others for being a bit late. We have the national service bill on the floor, and it looks like it may be the omnibus bill of the year. Every idea in the world is being attached to that piece of legislation. Unfortunately, I was held up over there in the process of negotiations on a matter totally extraneous to national service, but one that is about to be offered, apparently, on that legislation.

I want to thank our colleagues, and particularly, of course, Senator Sanford, for being here this afternoon. Very briefly, let me just take a minute to outline what we are doing here, and then I will turn immediately to our colleague.

First of all, I welcome everyone to the subcommittee hearing. Twenty-five years ago, one U.S. President stepped before a microphone before signing into law one of the most visionary and successful anti-poverty programs in the history of this country. He said that Head Start services would, and I quote him, "make certain that poverty's children would not be forevermore poverty's captives."

This year a different President from a different political party echoed this view, and I commend him for it. He said: "Give any American kid an equal place at the starting line, and just watch what that kid can do. Head Start helps kids get that equal place."

As we celebrate the 25th anniversary of Head Start, these quotations, one from President Lyndon Baines Johnson and one from President Bush, underscore the widespread bipartisan support that

this program has enjoyed since its inception. Twenty-five years later we in government have a unique opportunity to make a good program better, to articulate an ambitious vision for the future and make it happen.

What makes Head Start so different? Well, that is very simple. We know that quality Head Start programs can and do work. They work because they are based on some very simple principles that the experts tell us over and over again can address the effects of poverty on families. Those principles includes early invention at a critical time in the child's development, comprehensive services, taking into account the whole family's needs, quality staff and developmentally appropriate curricula, and lastly but most importantly parental and community involvement.

There is nothing magical in the words Head Start alone. If a Head Start program is high quality—with well trained and adequately paid staff, low staff-child ratios, good facilities, and a full range of services—it works. If these ingredients are not present—if we skimp on services, if we overburden and underpay our staff—then it will not. This is simple intuition reinforced again and again by the experts who have looked at Head Start and a range of similar preschool programs.

One problem with Head Start is that too few children benefit from its vision. The program today serves only one-fifth of eligible children. Program funding in real terms has remained relatively flat over the past decade. What is worse, we are in danger of letting the vision slip away as program quality erodes.

Head Start has made a low investment per child, spending less today in real dollars than 10 years ago. Low salaries produce high staff turnover, threatening the stability and continuity of care that is so essential to early childhood programs. Many programs must choose between quality services and serving more children.

As we begin this reauthorization process, we must articulate a vision for Head Start that addresses today's challenges. The first challenge is funding to expand services to more children and families. To further promote bipartisan cooperation, I will introduce today with Senator Coats President Bush's reauthorization proposal, which includes an increase of $500 million for fiscal year 1991. The President has taken an important step, but we can and, in my view, must do more.

He proposes to target only 4-year-olds. I believe that we must reach children earlier, by age three at the latest. We should not limit children to 1 year of services but give them and their families time to fully benefit from Head Start's comprehensive approach.

A second challenge is to improve the quality of Head Start services. We need salaries that make Head Start competitive for the best teachers and support staff. We need to train staffs so that they can provide the highest quality services to children and families. We need to make transportation available so no poor child is left out because he or she has no way to get to the program. We need to improve facilities so that children learn in a safe, attractive environment.

The final challenge is to improve social service coordination so that Head Start programs are better able to work with today's more troubled families. Head Start is one of the few, if not the

only, poverty programs that sees the family as a whole. We must increase its potential to weave a seamless garment of comprehensive services for Head Start families and children.

To meet these challenges I will introduce as well today, along with Senator Kennedy, the Head Start Expansion and Quality Improvement Act of 1990. This bill sets out an ambitious blueprint to fully fund the program to serve all eligible 3-to-5-year-olds by the year 1995. Full funding is no pipe dream we invented ourselves. It is an idea with widespread support among leaders in government, business and education. The Committee for Economic Development, the National Alliance of Business, and the National Governors Association all support full funding of Head Start for all eligible children, not just those 4 years of age.

To ensure that children receive high quality services, the bill sets aside 12 percent of Head Start funds for activities such as increasing staff compensation, training, and expanding the coordination of social services vital to disadvantaged families. To ensure that Head Start continues to serve more children, this setaside would be triggered only if the annual Head Start appropriation exceeds the inflation adjusted level for the previous year.

Finally, to pay tribute to the visionary policy makers and early childhood experts who came together 25 years ago to create this program, I will introduce later today a resolution commemorating May 18, 1990, as the 25th anniversary of Head Start. We must take our inspiration from these dedicated people to be as bold in our time as they were in theirs. I hope that 25 years from now, people look back and say that we did our job equally as well.

I will now turn to my colleague, Senator Coats, if you have an opening statement and then go to Senator Sanford.

Senator COATS. I do, Mr. Chairman. I will try to be brief.

Senator DODD. Without objection, your prepared statement and that of Senator Hatch will be inserted at this point in the record.

[The prepared statements of Senators Coats and Hatch follow:]

PREPARED STATEMENT OF SENATOR COATS

Senator COATS. Mr. President, since 1965, Head Start has been an innovator in the field of early childhood development and has been instrumental in developing new and creative ways of working with young children of differing ethnic and cultural backgrounds. In over 22,000 classrooms across the country, Head Start works to strengthen the ability of these children to cope with school and the world around them. But more than that, Head Start provides services for the entire family. And I think that's what makes this program work: The recognition that children are part of a family unit and that parents re the most important influence on a child's development.

For this reason, Head Start places strong emphasis on parental and community involvement in the development, conduct, and direction of the program at the local level. Head Start parents are directly involved in making decisions about their programs. They participate in the classroom and are involved in other administrative or program activities as paid employees or volunteers. Current-

ly, almost one-third of Head Start's paid staff is composed of present and past Head Start parents.

Head Start is much more than an educational program. It is a program for the whole person. In addition to love, support, and encouragement, children in Head Start receive hot meals each day to help meet their daily nutritional needs; a comprehensive health care program—including physical and dental examinations, immunizations and follow-up on identified health problems; mental health services to foster their emotional growth and help them deal with special problems; and social activities to help them learn to get along with others and gain self-confidence.

Mr. President, when we find a program that works, we need to emphasize it and preserve it. The President has recommended a significant $500 million increase for Head Start which is a major step toward the goal of affording every poor child "an equal place at the starting line." The President's proposal represents a 36-percent increase which would be the largest expansion in Head Start's history. With the President's leadership and strong support we have an opportunity to make substantial gains with our youth. I am pleased to be listed as an original sponsor of this legislation and look forward to its swift consideration.

PREPARED STATEMENT OF SENATOR HATCH

Senator HATCH. I am pleased that the subcommittee is holding this hearing on the Head Start program, a program I have enthusiastically supported over the years. I thank all those who will present their testimony today and will be eager to hear about their experiences with the program and their suggestions for the reauthorization of this program.

The Head Start program has been a very strong program because it is based on a philosophy that includes the following principles:

First, Head Start represents a commitment to a comprehensive program to meet a variety of needs of the child from physical and mental problems to health care and physical development. I have received many letters from parents of Head Start students in Utah. Although each letter has a different story to tell, there are many similarities. The overwhelming majority have reported the differences that the program has made in their child's life such as the self-confidence and self-discipline that the child acquires and the increased ability of the child to communicate.

One mother writes that at 3 years of age, her son was not speaking. She couldn't scrape together enough money to have her son evaluated. Someone suggested that she enroll her son in the Head Start program. He was diagnosed as having a learning disability. He entered Head Start at the age of 4 and took part in the speech and language programs. He continued speech therapy through the second grade. Today, this boy is a high school senior with a 3.5 cumulative grade point average and is expecting to attend Utah State University in the fall.

Second, parental involvement is a key feature of this program. The family is viewed as the principle influence on the child's development, and Head Start regulations require parental participation

at all levels of the program. Head Start administrators spend a good deal of their time encouraging and organizing parental participation. One mother in Utah writes how she became part of Head Start 9 years ago. She was the mother of two with a low self-esteem and in need of parenting skills. Initially, she thought Head Start was a glorified baby sitting service. She thought that all she would have to do was drop her son off and spend the rest of the day doing what she wanted while avoiding any self-improvement efforts.

She soon found that Head Start was for her too. She found herself volunteering for a variety of activities. Her self=esteem increased along with a desire to improve and grow. She writes: "The most important thing I gained was the special feeling of mother and son sharing and learning together. I was seeing changes within myself. I was becoming confident in my abilities. My self-esteem was getting better. I was gaining so much from watching the teachers and taking parenting classes and found out there were alternatives in discipline, nutrition, and other parent obligations and that there were people out there to help and support me as a parent."

Third, the Head Start program not only involves the entire family, but also involves the community. Local initiative is encouraged by allowing flexibility in developing creative programs as long as the basic goals, objectives, and standards of the program are met. There are also 500,000 citizens from all walks of life who volunteer their time and talents to local Head Start centers.

Head Start continues to make gains in improving children's performance in school, their health, their achievement motivation, self-esteem, and socialization. It has also made a positive impact on the attitudes of parents toward their children. Utah Head Start parents generally view Head Start as a lifeline to a better future for themselves and their children. I reiterate again my support for Head Start and will work with my colleagues on a reauthorization bill that will strengthen this important program and maintain its essential objectives.

Senator COATS. I thank you for your statement and your support and leadership in what I think is one of the most important children's issues that we can possibly address.

You know, when we examine the thousands of Federal programs that taxpayers are asked to support, often there is not too much to get excited about. Many of our programs are aimed at maintaining the status quo. Others try unsuccessfully to repair damage that has already occurred over decades of time. And few can demonstrate measured success.

But in 1985, when I was Republican leader of the House Select Committee on Children, Youth and Family, I issued, together with Chairman Miller, a report entitled Cost Effective Programs for Children. This report, which was updated again in 1987, outlined the most effective programs for children. I am proud to say that each time heading the list of those programs was Head Start. Since 1965 Head Start has been an innovator in the field of early childhood development and has been instrumental in developing new and creative ways of working with young children of different ethnic and cultural backgrounds.

Three percent of the Head Start population is Asian; 4 percent American Indian; 22 percent is Hispanic; 32 percent is white; and 39 percent is black. In over 22,000 classrooms in this country Head Start works to strengthen the ability of these children to cope with school and the world around them. But more than that, Head Start provides services for the entire family. And I think that is what makes this program work, the recognition that children are part of a family unit and that parents are the most important influence on a child's development.

In fact, Head Start's own guidelines mandate parental involvement, and this has been a substantial and critical element in the success of this program.

For this reason, Head Start places strong emphasis on parental and community involvement in the development, conduct and direction of the program at the local level. Head Start parents are directly involved in making decisions about their programs. They participate in the classroom and are involved in other administrative or program activities as paid employees or volunteers. Currently, almost one-third of Head Start's paid staff is composed of present and past Head Start parents.

Head Start is also much more than an educational program. It is a program for the whole person. In addition to love, support and encouragement, children in Head Start receive hot meals each day to help meet their daily nutritional needs, a comprehensive health care program including physical and dental examinations, immunizations and follow-up on identified health problems, mental health services to foster their emotional growth and help them deal with special problems, and social activities to help them learn to get along with others and gain self-confidence.

Mr. Chairman, when we find a program that works, we need to emphasize it and preserve it. The President has recommended a significant, 500 million, increase for Head Start, which I support, as a major step toward the goal of affording every poor child an equal place at the starting line. This 36-percent increase would be the largest expansion in Head Start's history. And I am proud to be offering today with you the administration's bill for this significantly increased support for Head Start.

I also hope that we might be able to do even more. While I recognize that tough budget restraints operate as a moderating influence on this, I want to pledge to you my efforts in working with you and the administration to do all we can to enhance this significant program.

The Head Start volunteers, teachers and other professionals have waited a long time to receive the recognition and financial support they deserve. It is a program which has worked despite the odds and despite some tough fiscal hardship.

One good place to start is with staff. Good staff is critical to the support and success of the program. Head Start's staff must be better trained and provide a salary on par with others in the community. Forty-seven percent of Head Start teachers earn less than $10,000 a year. According to a recent study by the Department of Health and Human Services, Head Start teachers often earn $8,000 less per year than preschool teachers in public schools who have similar responsibilities and similar qualifications.

One Head Start provider in the District of Columbia reported a $10,000 pay differential between Head Start teachers and other elementary teachers even though both had identical qualifications. The result for that Head Start provider has been an unduly high staff turnover rate. Children who are already fighting against the odds deserve better. They deserve and need the most qualified individuals we can find to give them that equal footing.

Head Start staff and volunteers are dealing with children and families from a variety of social backgrounds. Many come from families involved in substance abuse. Others have been victims of physical, sexual or emotional abuse. For these children special one-on-one counseling may be needed. Many more may not be able to function in large group settings and may need more specialized attention. Child-staff ratios may need to be reduced to meet this need.

Another issue is that of facilities. Many communities have a difficult time locating Head Start facilities, and when do, the cost to convert the facilities into one that will accommodate the needs of young children can be prohibitive. Any reauthorization of the Head Start program should recognize and provide for renovation assistance.

Mr. Chairman, I am committed, as I know you are, to not only preserving this program but to expanding it and improving its quality. We have an opportunity to make substantial gains with our youth. I look forward to working with you on this important reauthorization.

Senator DODD. I thank you, Senator Coats, for that.

Senator DODD. I would ask my colleagues if they have any comments. Senator Adams.

Senator ADAMS. I just have a brief comment, Mr. Chairman. I am looking forward to hearing Senator Sanford.

Many of us voted for this program for the first time in 1965, and we knew it was going to be one of the most important parts of the war on poverty. We were pleased to support it then and are pleased to support it now. As we have watched it, we have become concerned.

I am just going to ask, Mr. Chairman, that a copy of this letter from our Region X Head Start Association be placed in the record.

Senator DODD. Without objection, it will be inserted into the record.

[The document follows:]

LETTER TO SENATOR BROCK ADAMS, DATED FEBRUARY 19, 1990

Dear Senator Adams:

We need your help in obtaining living wages for Head Start employees.

Currently 47 percent of Head Start teachers earn $10,000 or less a year.

Recently the Region X (Alaska, Idaho, Oregon, and Washington) Head Start Association Board met and discussed the salaries of staff employed by Head Start agencies.

We would like to make you aware of the fact that this very successful 25-year-old program, continues to operate because of the dedication and commitment of the very staff that are compensated in all too many cases at poverty income levels.

The problem is inadequate funding for current enrollment and low staff salaries. Head Start programs unable to pay decent recruiting trained, experiencing increasing staff turnover and difficulty recruiting trained, experienced staff needed for high-quality early childhood program.

It is clear unless we do something about the disgraceful salaries in Head Start, the benefits to America's economically disadvantaged preschool children are at risk. Dedicated Head Start staff are being forced to choose between working with those children most in need or meeting the needs of their own families.

The staffing crisis had been fueled by the low funding levels for Head Start programs. Adjusting for inflation, the Federal funding per child in Head Start has declined by 10 percent since 1982 as the needs of America's neediest children have increased, the poorly funded Head Start program has been asked to do more.

Enclosed is a recent study undertaken by Oregon Head Start Association, we feel it is also indicative of conditions throughout Washington, Idaho, and Alaska.

I will be in touch with you to discuss how you can be helpful. Please write if you have any questions. I would appreciate a response from you before our next regional board meeting in early March.

Thank you.

Sincerely,

Toiya Gist, Region X Board Member

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Senator ADAMS. I want to read just one paragraph of it because it indicates the problem that I know Senator Sanford is going to comment on.

Dear Senator Adams: We would like to make you aware of the fact that this successful 29-year-old program continues to operate because of dedication and commitment of the very staff that are compensated in all too many cases at poverty income levels.

We want this program to succeed. I am very much in support of it, Mr. Chairman. I have no further opening statement. I am looking forward to hearing from Senator Sanford.

Senator SANFORD. Thank you very much.

Senator Kassebaum.

Senator KASSEBAUM. I have no statement, thank you, Mr. Chairman.

Senator DODD. Senator, welcome. You are one of the founding fathers of this whole concept and idea. It is truly a pleasure and appropriate, quite frankly, that you be a member of this body, and even if you were not, to be here today as we celebrate the 25th anniversary of this program. So, it is truly an honor to have you before the subcommittee.

## STATEMENT OF HON. TERRY SANFORD, A U.S. SENATOR FROM THE STATE OF NORTH CAROLINA

Senator SANFORD. Thank you, Mr. Chairman.

I did want to come and have a word to say as you are reauthorizing a program, partially because at least one of the pilot programs was done in North Carolina several years before it was adopted as part of a national program.

There is not any question in my mind that this is the most fundamental of all the educational efforts that we make and the most successful. Everybody that has looked at this program appreciates that it actually gets results. And you cannot say that about very many other programs.

Mr. Chairman, I have got a very learned statement here.

Senator DODD. I would expect nothing less.

Senator SANFORD. It was prepared by my staff. I would like to put it in the record, because I do have a 2:30 p.m. meeting. I have no problem in being a little late. I just will make a few informal remarks and leave the statement.

It seems to me, as we begin the emphasis on education, and I certainly applaud the effort of the President to bring governors together and set goals. But setting goals is not quite enough. We simply have to follow up if we want education to improve.

You have cited so well, and so has Senator Coats, the need, the background, the results, and Senator Adams has added the fact that we have expected the teachers and the providers to provide not only their services but to provide them virtually on a voluntary basis. So, all of these things need to be considered in the reauthorization.

It seems to me that we simply cannot wait much longer if we want to have our part as a Federal Government in the improvement of education. It does not make a whole lot of difference what you do in the sixth and the eighth grades and in high school if you have not prepared the child well. We know, unfortunately, that children coming from disadvantaged situations, children coming at risk, as defined, are not likely to make it to graduation.

The President's goal, that he would like to see the dropout rate by the turn of the century reduced to about 10 percent, which may not be high, but if it is going to be reduced by 10 percent, it is not something we can do in ninety-five and ninety-six and ninety seven. The kids who right now are available for Head Start are those kids that otherwise will be dropouts at the turn of the century. We do not do a whole lot as a Federal Government in education. We leave it to local communities and tax bases. We leave it to States.

The one thing that we promised to do 25 years ago was to take care primarily as a Federal proposition of equal access, early children education. And I would have to say, Mr. Chairman and members of the subcommittee, that we have not done it.

We have, since 1980, seen spending for education decreasing in real terms. We have seen the dropout rates increasing. I am concerned now, in spite of the fact that I applauded when our President said in the State of the Union that we wanted to be first in the world in math and science, and I think we can be, that every citizen should be skilled and literate. And then he said that every child must be ready to start school, ready for education, and that is the Head Start program.

But I was bothered by the fact that when he announced the funding, that, while it sounds like a great deal of money, it actually moves us only from about an 18-percent coverage to about a 23-percent coverage. I hope that we will not try to draw back to a 4-year-old program. This is a 3-, 4-, and 5-year-old program. Its success, I think, has been a result of reaching that broader age group. But if we did what the President said, and that is all we did, we would leave, not this year, where we would leave 82 children out of a hundred to head toward dropout, but even next year we would leave 77 out of a hundred headed toward dropout. That is if we do not increase salaries, if we do not increase per-student expenditure but go just as we are now.

I am convinced that we cannot build an education system in the country, we cannot call on the governors to do what we have called on them to do, we cannot achieve that effectively if we do not build the foundation of the house, and we have taken the responsibility

in Washington to build the foundation of the house. And here we are, proposing that we build just one corner of the foundation of the house.

It is not going to be a sound and steady house of education if we do not build the foundation.

I put in a bill, Mr. Chairman and members of the Subcommittee, the first day of this session when I had observed where we stood on Head Start and when I observed that this was a major goal of the President, I put in a bill that by coincidence is 2002, and that is about the time that these children will be reaching high school, which would fund Head Start and chapter one, which is the follow-through—and you are not concerned with that at the moment—to full funding in 3 years.

Now, we cannot afford that if money is not available. But I think the money is available. I think if we can talk about spending $50 billion for one bomber that we are not quite sure why we need, we certainly can spend one-tenth of that to improve the fundamentals of education this year, and we can move to one-fifth of one bomber, to come awfully close to fully funding Head Start.

I do not know of any higher priority. It is awfully easy, as we look at all the programs and things that we are concerned with, to say that this is the most important. But if we are to understand that now the new defense of America is not bombers but in educated people, we cannot wait. Little children are not like potholes and highways. We can put off repairing the potholes. If you put off educating the little child, the little child is no longer a little child, and gone forever is the opportunity for us to help that child to make something useful of his or her life.

So, I do not know of anything more important. I have looked and tried to say yes, but you say that about almost anything, but what else. All the Nation is waiting for us to do our part as they work to improve education on up the line. It is not too much to ask that we move more quickly. If we move on the schedule that the White House has suggested, we will have missed several million children that we ought not to miss.

I think we could pick up the timetable considerably. I hope that we will find a way in the budget process somewhere to do that.

I am going to have to excuse myself. I wish I could have stayed longer, but I do thank you. I thank you and the members of the Subcommittee for your concern with the fundamental of American education. We cannot do it across the country if we do not start doing it right here. Thank you.

Senator DODD. Thank you, Senator Sanford.

Without objection, your statement will be inserted.

[The prepared statement of Senator Sanford follows:]

## PREPARED STATEMENT OF SENATOR SANFORD

Senator SANFORD. Senator Dodd, I appreciate the opportunity to come before this subcommittee and express my strong support for the Head Start program.

Each year, almost one million children from low-income families enter school for the first time. While their more fortunate classmates may face the new challenge with assurance, many children from low-income homes begin school with health problems and a lack of self-confidence. Without the will to move ahead, these children often fall behind in their first years of school and find their troubles compounded in later years.

That is why I have introduced a bill (S. 2002) calling for full funding of the Head Start and chapter 1 programs by 1992.

According to the U.S. Census Bureau, one in every five children in America—some 12.6 million youngsters under the age of 18—is living in poverty.

Worse yet, the bureau's survey shows that children have succeeded older Americans as the poorest age group in the Nation. Millions live in one-parent families where there is no father to contribute to their support.

As a result of 8 years of cutbacks and deferred priorities during the Reagan administration, there currently exists in the United States an early education deficit, the scope of which is comparable to a chasm, separating children with academic and financial resources from children who have neither. Breeching this chasm will require a substantial and steadily increasing investment in Head Start.

Since 1980, Federal spending for education has decreased 4.7 percent in real terms, despite a growing population of disadvantaged young people—at whom most Federal education programs are aimed.

What has this meant to children in need, our future workforce in the 21st century? It means that while poverty among all children has grown to 22 percent, participation in Head Start, the proven preschool program for disadvantaged children continues to serve only 453,000 youngsters, or less than 20 percent of its eligible population.

While there is no easy answer to the problem of ingrained poverty, study after study has shown that early childhood education programs for disadvantaged children offers the best opportunity for breaking the cycle of poverty.

Study after study has shown that a $1 invested in lowered costs for special education, grade retention, public assistance, and crime later on. Children formerly enrolled in these programs are more likely than other poor children to be literate, employed, and enrolled in postsecondary education. They are less likely to be high school dropouts, teen parents, dependent on welfare, or arrested for criminal or delinquent activity.

Study after study has shown that the common characteristics of a dropout-prone student includes low socioeconomic status, weak academic skills, low self-esteem, and a fatalistic outlook often observed as early as the third grade.

Clearly, the Federal Government needs to reaffirm its long standing commitment to ensuring the disadvantaged access to quality education programs such as Head Start. Because without equity—there can be no real "excellence" in education.

Last month, my colleagues and I listened as George Bush, our education President, delivered his first State of the Union Address.

The President said we must be first in the world, by the year 2000, in math and science. And we applauded.

The President said every American citizen must be a skilled and literate worker, by the year 2000. And we applauded.

The President said every child must be ready to start school, by the year 2000. And we applauded again.

But what the President did not say when he announced his $1.2 trillion budget was that his budget, when inflation is taken into account, actually calls for a decrease in spending in education. And many of my colleagues and I did not applaud.

That night, our education President said, "To the children and young people out there tonight: With you rests our hope, all that America will mean in the years and decades ahead. Fix your vision on a new century. On dreams we cannot see. On the destiny that is yours and yours alone."

This is a heavy burden to place on our young people, especially when you consider that more than one-fifth of our children live in poverty and a third grow up in ignorance.

In 1980, we were spending $15 million an hour on the military. In 1988 we spent $33 million an hour. In 1980 we were spending $6 million an hour on interest on the national debt. In 1988 we spent $17 million an hour on interest on the national debt.

At a time of massive budget and trade deficit, America cannot afford to waste resources by failing to prevent and curb the human deficits that cripple our children and costs billions in later remedial and custodial dollars.

At a time when the future demographic trends guarantee a shortage of young adults who will be workers, soldiers, leaders, and parents, America cannot afford to waste a single child.

At a time of unprecedented economic competition from abroad and a demand for higher basic educational skills, America cannot wait another minute to do whatever is necessary to prepare our future workforce for the year 2000.

If the U.S. Energy Department can ask for $50 billion to increase our nuclear weapon capacity;

If proponents of the strategic defense initiative (SDI) can ask for $5 billion a year just to plan a potentially $100 billion space war;

If the Pentagon does not hesitate to ask for $50 billion to build a new stealth B–2 bomber before it can figure out how to make the old B–1 bombers we've already invested $30 billion in work;

Do not tell me that this Nation is unable to afford to life its 13 million children out of poverty and ignorance.

Today, the issue is not whether we can afford to make meaningful investments in the future, but that we absolutely cannot afford to maintain the status quo—for we are still trying to make up for lost ground. President Bush has called for an increase of $500 million for Head Start so that all eligible 4-year-olds can participate in this program. What about the disadvantaged 3- and 5-year old children? The children we fail to support now may well be lost to us forever. We simply cannot afford as a Nation to give up on 80 percent of our children—condemning them to a life of poverty and despair.

The time to help our most disadvantaged children is while they are still very young. It's those early years that count most. Right now, we're giving only 1 in 5 children the help they need. We must do better! The best investments we can make with our Federal dollars is an investment in our disadvantaged children. Those funds are more important than anything else our Government can do. It's time we started spending more wisely and investing heavily in our children, for their sake and for the Nation.

Let's face facts. American education is in a state of crisis and only a massive commitment of resources to fully fund Head Start will turn things around.

Senator DODD. Senator Sanford, before you leave, I will just share some numbers with you to make a point. Sometimes I think we throw statistics around and they get lost, the eyes glaze over. But if we think of these statistics in these terms: every 8 seconds of a school day an American child drops out of school. Every 67 seconds an American child has an American child. Every 7 minutes an American child is arrested for drug offenses. Every 30 minutes an American child is arrested for drunken driving. Every 53 minutes an American child dies because of poverty. And every school day—listen to this one—every school day 135,000 American children bring guns to school.

Just to think in terms of what statistically has happened while we have been in this room for the last few minutes, just think of the problems in terms of seconds and minutes, and you get a sense, I think, of how important those issues are.

I commend you for your statement and thank you for being a part of this process.

Senator SANFORD. Thank you very much.

Senator DODD. We are going to ask our first witness, Dr. Wade Horn, who is the Commissioner for the Administration for Children, Youth, and Families in the Office of Human Development Services, to join us. We thank you, Dr. Horn, for coming.

I am going to put up a couple of charts quickly here. I would like you to comment on these, if you could, Doctor. Just to give you an idea, we are talking here in the black column of the increases in the budget, taking a look at children's entitlement programs, education, housing, nutrition, health, and other children's and community services. We have had increases in the chapter one Head Start program and the WIC program. Those total $757 million.

Simultaneously in the budget, we have decreases in the child care tax credits, food stamps, and school lunch of $407 million; a decrease in housing grants and subsidies of $852 million; a decrease

in community health services, health care for homeless, immunization grants, and minority health grants of $77 million; and a decrease in other children's and community services including child welfare services, the community development block grants, LIHEAP, and low-income weatherization of $1,222,000.

I was trying to make the point earlier, that if you are talking about the seamless garment—mind you, there is no such thing as a Head Start family, a WIC family, a Chapter 1 family. Invariably, if you have a Head Start problem, you have a weatherization problem, you have a nutrition problem. So, if we are increasing one area and decreasing the other, you have to ask yourself whether or not at the end of the day we are really coming out ahead.

So, I would be interested in your comments on that. Second, Head Start family data, just to give you some idea of the families that are served, show that 50 percent of Head Start families are headed by a single parent; 51 percent have an annual income below $6,000; 55 percent have a primary caretaker with a GED or less education; 74 percent receive some form of AFDC-type assistance; 47 percent have heads of households who are unemployed.

That chart, on the right if you can read it, is a racial ethnic composition of the children served.

The two last ones, very quickly, give you some idea of Head Start funding and enrollment trends. Take a look at that one quickly. The top one shows a slight increase between 1978 and 1990 on appropriations. If you cannot read the numbers, you can see some increase in the trend lines. And that is adjusted, I should add, for inflation.

The second chart shows enrollment. You see that as being relatively flat. Cost per child has actually been going down a little bit. So, even though we have had some increases in appropriations, we have not been able to expand.

Lastly, I would show you just trends in Head Start enrollment and training and technical assistance. Enrollment trends from 1978 to 1990 is the blue line. It moves up. The training and technical assistance is the red line. You can just see, they are going in opposite directions. I can't emphasize enough the need for quality programs, and the importance of training and technical assistance if the program is really going to work well. This is one of the reasons why, in the second bill we introduced, we talk about a 12-percent setaside provided that sufficient appropriations are there to allow for it. I would be interested in your comment on that as well.

I apologize for pointing those up, but they really cover an awful lot of the points that concern us. I thought they might be helpful for you to see some of them.

We are joined by the chairman of the Education Committee, Senator Pell. We thank you for coming over. Would you like to make a statement?

Senator PELL. I have a brief opening statement.

Senator DODD. All right.

Senator PELL. Thank you very much, Mr. Chairman, for holding today's hearing to examine the status and needs of the Head Start program. As our Subcommittee begins the process of reauthorizing this crucial legislation, I would note that this year, 1990, marks the 25th anniversary of Head Start. I must say that I recall with great

pride working on and voting for the legislation which first authorized the Head Start program in 1964.

In the years since, I have supported the Head Start program as a strong and successful weapon against poverty, sickness and hopelessness. In my view, Head Start is a program that works, and it deserves our time and our attention and support.

I am particularly pleased to welcome today a committed leader of the Head Start program from my own Rhode Island, Sister Barbara McMichael, who is the Director of the Providence, Rhode Island, Head Start program serving underprivileged children in Providence, Pawtucket, Central Falls, Lincoln, and Cumberland.

Sister Barbara has been Director of Providence Head Start for 20 years. I think it is clear that there is no one who is more committed to this program than is she. I am delighted that she has been able to come to Washington today to share with us her unique insights about this program, her concerns and needs as a Head Start director, and her vision for the future.

I would add that I am very proud, as the senior Senator from Rhode Island and as one of the few current Members of the Senate who helped create the Head Start program, to hear Sister Barbara testify about the role that Head Start has played in our State. It is gratifying to know that one has accomplished something important; but it is even more important to ensure the continued vitality and success of Head Start for generations of children yet to come.

We are very fortunate in Senator Dodd being the chairman of this subcommittee and all the work that he has done on behalf of children across our Nation.

Senator DODD. Thank you very much, Senator Pell.

I should note that the statistics that I cited for you were statistics compiled by the Children's Defense Fund.

We are pleased to have you here, Dr. Horn. We will make your full statement a part of the record. Please proceed in any way you feel.

Dr. HORN. I do have a summary.

Senator DODD. Thank you.

## STATEMENT OF WADE F. HORN, PH.D., COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES, OFFICE OF HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES; ACCOMPANIED BY CLENNIE MURPHY, ASSOCIATE COMMISSIONER OF THE HEAD START BUREAU

Dr. HORN. Mr. Chairman and members of the Subcommittee, I am very pleased to have the opportunity to appear here before you on behalf of the Department of Health and Human Services to urge the reauthorization of the Head Start program.

With me today is Mr. Clennie Murphy, who is the Associate Commissioner of the Head Start Bureau.

It is a pleasure to request the reauthorization of this important program, one that is high on the agenda of both the President and Secretary Sullivan.

On May 18 of this year, the Head Start program will celebrate its 25th anniversary. For a quarter of a century, this program has been providing comprehensive child development services to low

income children and their families. More than 11 million children have been served by the program since its modest beginning in the summer of 1965.

We are here today to request reauthorization of the Head Start program because we know that it is a program that works. Not only has research told us that it works, but literally thousands of people have told us as well. As part of our preparation for the 25th anniversary of Head Start, we asked for personal accounts from individuals who are now adults, many with children of their own, about their Head Start experience. We received thousands of responses and have compiled them in a volume entitled Head Start Success Stories, copies of which I am pleased to make available to members of this committee.

I am sure you will find these personal accounts as moving as I have found them, for they provide compelling evidence of the role Head Start has played in shaping these people's lives.

But we at the Administration for Children, Youth and Families are not content with resting on our laurels. Rather, we are continually striving to improve this very important program. For example, we have recently begun the process of moving Head Start research into its second generation—beyond the simplistic question of "Does Head Start work?" and toward the more complex questions of "What aspects of Head Start work, for whom, under what circumstances, and in what situations?" To this end I have convened a national Head Start Evaluation Advisory Panel to help formulate the second generation of research questions. It is our hope that this process will also help us find ways to better ensure that the gains made by children while in Head Start do not fade away over time.

Looking toward the next 25 years, the future of Head Start is indeed very bright. Both President Bush and Secretary Sullivan are committed to achieving the goal of providing at least 1 year of a Head Start experience to all eligible children prior to entry into the public school.

As a result of the President's budget request for fiscal year 1990, the Department is already fully engaged in carrying out a major expansion of the program that will bring an additional 37,500 new children into the Head Start program.

And for fiscal year 1991, the President has already announced that he is seeking a $500 million increase for the Head Start program. This increase, if fully appropriated, would be the largest single-year increase in the 25-year history of the Head Start program and would allow us to increase enrollment by up to 180,000 children.

The Head Start program has grown and thrived on its Federal to local approach and will continue to do so in the future. On the other hand, Head Start has never been a program funded solely by Federal dollars. Federal dollars alone cannot provide Head Start for all eligible children. State, Tribal, local and private funds must also contribute to the effort.

Consequently, in addition to asking for increased funding, we are taking the following steps to create new incentives for others to join us.

We will be setting aside a portion of the fiscal year 1991 funds to match State and local contributions to Head Start grantees. Indi-

vidual grantees will be eligible to receive funds from this matching pool if new State and local dollars are committed to the Head Start grantees in the State.

We also have under development Head Start collaboration projects. These projects will create models in ten States of high level partnerships between Head Start and State Governments to better meet the increasingly complex, intertwined, and difficult challenges facing programs which serve low income families.

Head Start owes much of its success to its family focus, and we will be working in the coming years on ways to further Head Start's ability to strengthen families. For example, we will be working hard to coordinate Head Start with programs under the Family Support Act of 1988, which includes the JOBS program.

Our intention is to help provide parents of children in Head Start an opportunity to participate in the jobs program as well as to encourage Head Start grantees to act as training providers for JOBS participants.

We are also developing a new initiative called Head Start Family Service Centers. These centers will test the effectiveness of using Head Start centers to provide coordinated services for substance abuse, adult illiteracy and job skills to family members of children enrolled in Head Start.

We will be redoubling our efforts to provide literacy training to parents of Head Start children. Several literacy demonstration projects are already under way, and a family literacy resource guide is being developed.

We have established a national goal of implementing an adult literacy program in every Head Start center by the end of 1992.

Senator PELL. [presiding]. I must interrupt. There is a vote going on. I must recess the subcommittee at this time. Senator Dodd will be back shortly to resume. [Recess]

Senator DODD. Doctor, I apologize. This is embarrassing to do to you. You summarized your statement, I gather, with no one here to appreciate it. Why not give us just a quick couple of minutes again? I would appreciate it if you would. And you have a story you were going to share with us.

Dr. HORN. I got about halfway through it, I thought I would submit the remainder for the record.

Senator DODD. Without objection, your statement will be inserted.

[The prepared statement of Dr. Horn follows:]

## PREPARED STATEMENT OF WADE F. HORN, PH.D.

Mr. Chairman, and Members of the Committee, I am pleased to have the opportunity to appear before you on behalf of the Department of Health and Human Services to urge the re-authorization of the Head Start program. With me today is Clennie Murphy, Associate Commissioner of the Head Start Bureau.

It is a pleasure to request the re-authorization of this important program, one that is high on the agenda of both the President and Secretary Sullivan.

On February 21, 1990 Secretary Sullivan transmitted the Administration's proposed "Head Start Amendments of 1990." We urge your prompt consideration of this legislation.

Background

On May 18 of this year, the Head Start program will celebrate its 25th Anniversary. For a quarter of a century, this program has been providing comprehensive child development services to poor children and their families. More than 11 million children have been served by the program since its modest beginning in the summer of 1965.

By the end of this year, we will be serving more than 488,000 children in a nationwide network of almost 1,300 local organizations located in some 2,000 communities. Head Start services are comprehensive: in addition to developmentally appropriate education, children receive comprehensive health care, including immunizations and physical and dental exams and treatment, and hot meals to help meet nutritional needs. In addition, parents are very closely involved in the education of their children through frequent meetings with staff, and by serving as program volunteers. The needs of the family are met by a variety of social services which assist parents to achieve self-sufficiency.

Head Start also has a long tradition of providing services to children with disabilities. Since 1974, the program has assisted in carrying out the provisions of PL 94-142 in providing appropriate education to children with disabilities in the least restrictive setting or "mainstream" environment. Indeed, Head Start is the largest preschool program in the country serving children with disabilities. Currently, over 13% of the children enrolled in Head Start have a diagnosed disability.

Mr. Chairman, we are here today to request re-authorization of the Head Start program because we know that it is a program that works. Not only has research told us it works, but literally

thousands of people have as well. For example, as part of our preparation for the 25th anniversary of Head Start, we asked for personal accounts from individuals who are now adults, many with children of their own, about their Head Start experience. We received hundreds of responses. A representative sampling of their stories is recounted in Head Start Success Stories, copies of which I am pleased to make available to members of this Committee. I am sure you will find these personal accounts as moving as I have found them; they provide compelling evidence of the role Head Start has played in shaping these people's lives.

But we at the Administration for Children, Youth and Families are not content with resting on our laurels. Rather, we are continually striving to improve this very important program. For example, we have recently begun the process of moving Head Start research into its second generation--beyond the basic question of "Does Head Start work?"--to the more complex question of "What aspects of Head Start work, for whom, under what circumstances, and in what situations?" To this end, we have convened a national Head Start Evaluation Advisory Panel to help formulate this second generation of research questions. We will be supporting some of this research ourselves, and encouraging others to do the same. This second generation of Head Start research will provide us with the necessary knowledge to make Head Start work for every eligible child and family that we serve.

The Administration for Children, Youth and Families is also committing significant new resources to strengthening our system of comprehensive, periodic review of Head Start programs and the services they provide to our children. While Head Start is a local, community-operated program, it is important that all children, everywhere in this nation, receive high quality services. Consequently, our re-authorization bill proposes an amendment which would assure that every Head Start grantee will receive a full and in-depth programmatic and fiscal review at least once every three years.

The Future of Head Start

Looking toward the next twenty-five years, the future of Head Start is indeed very bright. Both President Bush and Secretary Sullivan are dedicated to fulfilling the commitment made in the National Education Goals of working with the States to ensure that all eligible children have access to Head Start or some other successful preschool program with strong parental involvement. As a result of the President's budget request for Fiscal Year 1990 (in which a $250 million increase was sought but only $151 million appropriated), the Department is already carrying out a major expansion of the program in the current Fiscal Year, an expansion that will bring 37,500 new children into the Head Start program.

And for Fiscal Year 1991, the President has already announced that he is seeking a $500,000,000 increase for the Head Start program. This increase, if fully appropriated, would be the largest single-year increase in the twenty-five year history of the program, and would increase enrollment in Head Start by up to 180,000 children. Indeed, if Congress joins the President by appropriating the full $500,000,000 this increase could allow us to serve up to 70% of eligible children for at least one year and bring within reach our goal of a universal Head Start program.

Since Head Start is a program that works, we do not see the need for major changes in the Head Start Act at this time. The program has grown and thrived under its Federal-to-local approach, and will continue to do so in the future. On the other hand, Head Start has never been a program funded solely by Federal dollars. Federal dollars alone cannot provide Head Start for all eligible children--State, Tribal, local government and private funds must also contribute to the effort. Thus, in addition to asking the Congress for re-authorization and increased funding, we will set aside a portion of the fiscal year 1991 funds to match State contributions to Head Start grantees. All States will receive their allottment under the statutory formula in the Act, but individual grantees will be eligible to receive even more funds if new State dollars are committed to the Head Start grantees in the State. This will provide States with an opportunity to participate in a program that has shown itself to be successful in helping prepare children for school.

We will also be working hard to coordinate the programs under the Family Support Act of 1988, which includes the Job Opportunity and Basic Skills (JOBS) Training program, with Head Start. We are requesting changes in the Head Start Act, as part of this re-authorization, to require Head Start grantees to coordinate with State agencies administering the JOBS program. Our intention is to help provide parents of children in Head Start an opportunity to participate in the JOBS program, as well as to encourage Head Start grantees to act as training providers for JOBS participants. Discussions between the Administration for Children, Youth and Families and the Family Support Administration have already begun to develop the appropriate linkages at the Federal level.

Other Initiatives

I would like to take this opportunity to share with Members of the Committee several other exciting initiatives we are undertaking in Head Start.

- o Literacy Projects. Head Start is continuing its efforts to provide literacy training to the parents of Head Start children. Several literacy demonstration projects are underway, and a Family Literacy Resource Guide will be developed and disseminated nationally. Indeed, we have established a national goal of implementing an adult literacy program in every Head Start center by the end of 1992.

- o Transition to schools. It is our goal to see that the gains children make in the Head Start program are maintained by the school systems. We will be developing ways to encourage school systems to both recognize and build on the skills acquired through the Head Start experience in order to assist these children in their transition to kindergarten or first grade. In addition, at the Federal level we will be exploring ways to better coordinate with both the Even Start and Chapter I programs within the Department of Education.

Other Programs

In addition to re-authorization of the Head Start Act, there are two other programs that I would like to address briefly. The first is the Child Development Associate Scholarship Assistance Program. Our Head Start re-authorization bill calls for extending this program. The Child Development Associate (CDA) credential has proven invaluable to many Head Start parents, and others, who begin their upward mobility by working for Head Start. Indeed, over 30% of Head Start staff are former Head Start parents.

The Administration would support extension of the State Dependent Care Development Grants Act through Fiscal Year 1993. In Fiscal Year 1990, the Administration for Children, Youth and Families will distribute over $13 million to the States under this program for activities related to dependent care resources and referral systems and school-age child care services.

Under the State Dependent Care program, States have a great deal of flexibility in the use of grant funds, and States have shown considerable variation in the specific activities they have elected to support. In general, most States distribute the majority of funds designated for school-age child care to local organizations for the establishment or expansion of school-age child care programs. States have carried out a wide variety of activities to expand and improve resource and referral services, including the development and distribution of informational material, the purchase and upgrading of computer systems and other equipment, support for conferences, and conduct of needs assessments, among other activities.

In Fiscal Year 1988 (the most recent year for which we have State reports), Iowa, for example, awarded 12 competitive grants of up to $10,000 each to local agencies, four for information and referral activities and eight for school age child care activities. In Michigan, Dependent Care funds were used to award 45 competitive grants of up to $7,000 each to establish or expand school-age child care programs. In addition, Michigan used its funds for resource and referral activities to expand and improve its Community Coordinated Child Care (4-C's) network, which maintains and operates a computerized data base of child care providers throughout the State.

Conclusion

Mr. Chairman, I would like to reaffirm to you and the other members of this Committee the commitment of the Department and the Administration for Children, Youth and Families to continue providing high quality services to Head Start children and their families, and to move vigorously to making these services available to every eligible child in the nation. We are asking that the Head Start Act be re-authorized for three years with only the minor program changes noted in my testimony.

I will be happy to answer any questions you may have.

Dr. HORN. Mr. Chairman, basically I am here to urge the reauthorization of the Head Start Act and want to express my appreciation to you and to Senator Coats for introducing our reauthorization legislation for us in the Senate.

We feel that Head Start is a program that works. It has a proven track record. There are several initiatives that we are going to be pursuing in the coming years, most notably initiatives that we think will help strengthen the families of the children who are enrolled in Head Start programs. Some examples are Head Start Family Service Centers Initiative and our initiative in adult literacy.

Also, we would urge all of you to join in with us in the important work that we have to do today, which is to enable Head Start to continue to operate to remove some of the pain that many of the children in our Nation feel, pain from poverty, pain from living with parents who may be abusing drugs, and pain from being victims of child abuse and neglect.

That is why I urge all of you to join with us in our desire to expand enrollment in Head Start so that as many children as possible can benefit from its touch. Thank you, Mr. Chairman.

Senator DODD. Thank you. What is that story that you were going to tell?

Dr. HORN. You had to be there, Mr. Chairman.

Senator DODD. Well, I do not know if you had a chance to tell or not. We are about to put in the proposal that Senator Kennedy and I have, which expands a bit on what the administration is interested in. I wonder if you might comment on just some aspects of that as well.

I presume that to the extent you oppose the idea, it is the fiscal constraints that would concern you. But if you would care to comment—I presume you do not disagree with the idea of a setaside, provided you reach the appropriate levels of funding, for training and for staff and improvement of facilities. Or would you have some sort of substantive problem with that kind of a setaside?

Dr. HORN. Well certainly the President has, I think, shown tremendous leadership in the issue of expanding services in Head Start. For the second year in a row, he has asked for the largest single-year increase in the history of the Head Start program.

As you know, last February he asked for a $250 million increase and only about $150 million of that request was appropriated. And this year he has asked for a $500 million increase in appropriations for Head Start. So, clearly, any effort that supports the initiative to expand and improve Head Start services is something that we support. Now, I have not had an opportunity to look at your bill, so I cannot comment on that specifically.

But we certainly are in agreement that Head Start is a program that works and deserves to be expanded.

Senator DODD. You are for expanding Head Start services to a full day?

Dr. HORN. We think that there are instances where in local communities there will be a need for full day services, and in fact, it is an option at the local level to provide full day services for some children. But there are other children that may not require full day services for which part day services are adequate.

We, however, do have an initiative to encourage wraparound arrangements with our core Head Start services so that we can find other sources of funding to provide work where it is helpful to local communities, expanded day services.

Senator DODD. There are those who, while they commend what the President is doing and show tremendous support for the increase, may have a conspiratorial view of history. I do not fall into this category, I want you to know. They have suggested that the President is going to make a case that this increase in Head Start is really the President's child care proposal with some added modifications.

Is it your view that Head Start and child care are equivalent programs?

Dr. HORN. Absolutely not. In fact, we do not view Head Start Centers to primarily child care centers but, rather, centers that provide comprehensive developmental services to children in poverty areas——

Senator DODD. I agree with you.

Dr. HORN. [continuing]. And this budget request is not a substitute for a child care proposal.

Senator DODD. I thank you for that. And I appreciate your clearing that up as definitively as you did.

On the subject of the ages of children served, you have listened to my thoughts and you are knowledgeable in this field. I want to touch on the idea of targeting expansion to 3-to-5 rather than just 4-year-olds. Would you just give me some general comments and observations?

Dr. HORN. We feel that it is important to try to get as many children involved in the Head Start program as possible and to serve as many low income children as possible for at least one year prior to their entrance into public schools. Back in 1965, when the original act was authorized, there were not as many universal kindergarten programs as there are today. In fact, every State in the country today has a publicly funded kindergarten program that is available for 5-year-old children.

So, whereas the original act was intended to work with kids who are 3, 4, and 5 years of age, we now feel that 5-year-olds, in most cases, should be in public kindergarten programs. We do not feel that we should be setting up a system whereby Head Start is competing for students with the public school system in terms of their kindergarten classes.

At this point then, we are talking about 3- and 4-year olds as the primary target for these expansion funds.

We also feel that in a time of fiscal constraints that you have a choice, and it is a difficult choice. The choice is, do you serve twice as many children for 1 year, or do you serve half as many children for 2 years? And we feel, since the research is not overwhelmingly convincing that 2 years of service provides double the positive impact in Head Start, that the choice, the wiser choice is to serve as many children as we can for one year.

This does not mean that we are backing off a commitment for serving 3-year-olds. Currently there are over 100,000 3-year-olds enrolled in the Head Start programs. And there is no plan at all to require any reduction in the level of service to 3-year-olds. In fact,

we support services to three-year-olds, particularly in cases where there are disabilities or disabling conditions, where those children may in fact benefit from more than 1 year of Head Start.

But we feel that it is best to target these expansion funds to the year just prior to entry into the public school systems. And for most children, that is going to be 4 years of age. For some children, that will be 5 years of age. But we want to target this expansion to get as many children as possible into the Head Start program. We think the most effective year for that is the year before entrance into kindergarten.

Senator DODD. OK.

Ed Zigler, as you know, is sort of rightfully called the father of the Head Start program, and is still at the Bush Center in New Haven. He wanted to be here today and could not, but submitted testimony in which he says—and I am almost quoting him—I would rather have a quality program that serves fewer children than a mediocre program that serves more.

He wants obviously to emphasize the point, that if we try to reach more children, that is laudable. But if in the process of reaching more children, the quality of those programs deteriorates, then we will have accomplished nothing for anyone.

How would you respond to that?

Dr. HORN. Well, implicit in some of the statements that I have heard this afternoon is the assumption that somehow quality in Head Start has gone down. First of all, I do not know of any empirical evidence to suggest that that is so. In fact, there are some indicators that would suggest quality in Head Start is actually going up, not going down. For example, often when people talk about quality services, they talk about percent of credentialed staff to deliver services to children.

Well, the fact is that 78 percent of all the classrooms in Head Start across this country now have someone in the classroom who has a CDA credential or above. That signifies that they are well trained and qualified to work in the early childhood education field. That is the highest percentage level of credentialed staff that there has ever been in the history of the Head Staff program. That would suggest to me that quality is going up, not that quality is going down.

In addition to that, we are very committed to training. In fact, in our very first budget in the Bush administration, of the $150 million that we have for 1990, we are committing an extra $2 million to enhance training and technical assistance. So, we are committed to training to even further enhance the quality of the services that are being provided.

So, it is not at all clear to me that quality is going down.

Now, can we do things better? Of course we can. Are we interested in improving the program? Of course we are. Some of the statements that I made earlier I think would reflect that commitment on our part to improve and enhance the program.

Senator DODD. This is my last question before turning to Senator Kassebaum.

One of the things that Head Start has done, and I think it has done pretty well, is make an effort to coordinate programs along the way. You heard me mention earlier how important I thought

that was. So many of these troubled families, if you will, are in need of a wide variety of services. They do not fall into any single pigeon hole at all. The Head Start Act already has a coordination requirement in it, as you know. In addition, the Social Services Task Force made recommendations, well over a year ago now, on how Head Start programs could improve their ability to create social service packages for their families. I wonder if you might briefly comment on the recommendations in the task force study?

Dr. HORN. Well, the task force report was delivered about a year ago.

Senator DODD. Right.

Dr. HORN. It contained a number of recommendations in terms of enhancement of social services coordinators credentials as well as reducing ratios of coordinators to children. We take that report very seriously. We are trying to move forward in terms of implementing some of the recommendations that they are making.

We do have some initiatives ongoing which I think reflect our concern about increasing coordination, particularly increasing coordination with other social service agencies. For example, we have a new initiative under development called Head Start Family Service Centers. What we want to do with that is to provide coordinated services, targeting three specific behaviors in family members of children enrolled in Head Start. Those three behaviors are adult illiteracy, substance abuse, and lack of job skills training.

What we hope to be able to do with this demonstration is to show that Head Start centers are, as we believe, uniquely placed within communities to provide coordinated services to family members of children enrolled in Head Start. We are very committed to that. We think that the likelihood of success is very great. If that is the case, we would like to see that aspect of that program expand.

Senator DODD. I appreciate that.

You may want to further comment on the recommendations. Maybe you might do that in submitted testimony. I would be interested in having you go down each one of them. If there are reasons why you disagree with some of the recommendations, I would like to hear those.

I apologize to my colleague. I went a little further than I intended to.

Senator Kassebaum.

Senator KASSEBAUM. Dr. Horn, first let me say that there are not many programs that have been in existence for 25 years that can be so enthusiastically endorsed as Head Start. I think we are very pleased that President Bush is giving such an emphasis to early childhood education and to the Head Start program.

If I may, I would like to follow on a bit with the question that Senator Dodd ended with, about coordination and the areas that you mentioned that were being outlined for targeting, one of them on illiteracy. By 1992 there were to be centers in every Head Start program, for literacy programs, is that correct?

Dr. HORN. That is correct.

Senator KASSEBAUM. Will funding for that come from nonHead Start funds?

Dr. HORN. Funding will come from a variety of sources. Currently, many Head Start centers already have adult literacy programs

and GED programs within the centers. It is part of the charge of Head Start to not just provide for the education of the children but also to work with the family members as well. Many centers are already doing that in terms of having an adult literacy component.

They are doing that through current funding as well as through other funding sources, such as private donations.

We have some ongoing volunteer efforts in this area as well. For example, in one of the regions here on the East Coast we have an arrangement with Literacy Volunteers of America to provide literacy training to Head Start parents.

So, there is a variety of sources, I think, for funds to get that accomplished. This year we are in the process of surveying what already is being done, how many centers do have in fact an adult literacy program, take a look at which models are the most effective, and then disseminate those effective models across the country. We think by 1992 we should be able to achieve our objective, which is to have an adult literacy program in every center.

Senator KASSEBAUM. For the jobs program, again would that be using, say, JTPA funds, or will these be Head Start moneys, targeted toward the jobs training initiative?

Dr. HORN. We have already had extended discussions with the Family Support Administration about how to best coordinate with the JOBS program. There really are two ways of seeing coordination. One is to assume that the starting point is the JOBS program and that then Head Start is to reserve slots for enrollment of families who are already enrolled in a JOBS program.

We think that that model has some trouble with it because it is hard to reserve slots in the Head Start program. And it would be difficult if, for example, the 20 hours a week that the participant in the JOBS program had did not match up to, you know, absolutely align with current operating hours within the Head Start center. And it might mean that you would be keeping centers open for one or two children, which would be very cost inefficient.

We think a second model is a much more effective way of coordinating. That is to see the Head Start center as a starting point for coordination. About half our families are AFDC recipient families, which means that many of them will be eligible for the JOBS program.

What we would like to do is use Head Start centers as a place to disseminate information about the JOBS program, and encourage enrollment of eligible families in the JOBS program. In that way we think that if we have to extend hours, it is going to be easier to get a critical mass of kids available in the center to keep that center open in a cost-efficient manner.

Senator KASSEBAUM. Well, I certainly share Senator Dodd's focus on coordination. I think it is very useful. I think it would be nice if we could draw on some extra funds from some of the other programs to help support that coordination, but the less overlapping and the more of sort of a support network that could occur, I think, the better.

With the quality and quantity argument, I think you are certainly right. There is no question of the quality of the Head Start effort. But I know I hear in Kansas frequently that they are really beginning to be stretched very thin, that they are going to be

losing teachers, and are losing some teachers because of low salaries; that the social workers are really pressed today because the needs for the whole family support system are so much greater than they were 25 years ago. And I think that their concern is that quality may begin to suffer if they have so many other needs they have to meet, with not enough funding to meet those needs.

Dr. HORN. I think you are quite right, Senator. There is no question and there is no dispute that in general salaries in the Head Start program are low. Nevertheless, salaries in some Head Start centers are quite commensurate with what teachers get in public school systems. Generally those are centers that are housed within public school systems, where the public school system is the grantee.

It is always a very difficult choice to make in terms of where you put expansion funds. Over the last 5 years Head Start has had approximately $300 million in funding increases. Of that approximately $300 million over the last 5 years, the choice has been to put most of those funds, in fact over $200 million of those funds, into salary enhancements and to offset increased operating costs. So, for those 5 years the choice was to do salary enhancements and to offset increases in operating costs. This year we are making a different choice. That is not to say that salaries are unimportant. They are important. But we think that this year our priority is to try to get as many kids into the Head Start program for at least 1 year as we can.

So, it is not as though we are insensitive to the issue of teacher salaries. We think that they are low and they need to be attended to.

We do think we have a history of being sensitive to that issue, as evidenced by the proportion of increased funds that over the last 5 years were given to that effort. But for this year our priority is to increase the number of kids that can benefit from the Head Start experience.

Senator KASSEBAUM. I have just one more question, Mr. Chairman.

What will Head Start be doing in the areas of research and evaluation in the next few years?

Dr. HORN. We are embarked on an effort to move Head Start into what we are calling a second generation of research and evaluation questions. The old question that people asked, and some people still ask, is: Does Head Start work? It is a rather basic, and some might even say simplistic, question. And the answer to that is: yes, it does work. But that is also a very simplistic and basic answer. We are trying to move forward to the more complex questions of: when does it work; under what circumstances; where is it best targeted; and what are the most important aspects of Head Start, and so forth, so that we can target as best we can the dollars that we do have available for Head Start.

As I mentioned in my opening statement, I have convened a national advisory panel to develop a set of options for moving that agenda forward.

We also think it is very important that we start to focus on the question of maintaining treatment gains. Although there is unanimity of opinion that Head Start is effective in terms of delivering

kids to the public schools better able to benefit from the school system than kids who did not go through the Head Start program, it is also unfortunate that for far too many of these children the gains start to fade over time.

One of the very critical things we need to attend to in terms of research and evaluation is to determine what we can do to help maintain those gains as the kids travel through the public school system. So, we are very, very interested in that effort as well.

Senator KASSEBAUM. Thank you.

Thank you, Mr. Chairman.

Senator DODD. Thank you.

Do you have any questions, Senator Harkin?

Senator HARKIN. I am sorry that I got here so late. I am sorry if this has been gone over.

I just wanted to know, in the President's budget how much of an increase is there in Head Start? How many of the available population are being served by Head Start now percentage wise? Do you know, Dr. Horn? Is it 20 percent, one out of five of eligible children?

Dr. HORN. Well, it depends on how you define eligible children. If you define it as 3-, 4-, 5-year-olds, then you are talking about something around 20 percent. Again, the problem is that, if you define 5-year-olds as part of the eligible population, you are going to set up a system whereby you are competing with public school systems in terms of their kindergarten programs. We do not think that that is a reasonable way to go about doing things.

What it would do, in effect, is set up two systems for 5-year-olds that are segregated by income.

Senator HARKIN. So, it should be what, just 4-year-olds, in your mind?

Dr. HORN. Well, the eligible population is 3- and 4-year-olds. We think that—what we would like to see is as many kids benefit from Head Start as possible. When there is not infinite dollars, we think that you have to make a decision.

Senator HARKIN. OK, so for the eligible 3- and 4-year-olds, how many percent are we serving?

Dr. HORN. We are serving about 26 percent.

Senator HARKIN. About 26 percent. So, one of our four of the eligible population.

Dr. HORN. That is not including the proposal for an additional $500 million in fiscal year 1991.

Senator HARKIN. I beg your pardon?

Dr. HORN. That percentage figure is not including the proposed $500 million increase.

Senator HARKIN. For next year.

Dr. HORN. That is for next year.

Senator HARKIN. OK. How many more percent will that get you? That will get you up to what?

Dr. HORN. That will get us—it will be 668,000 children out of about 1.6 million.

Senator HARKIN. So, it will get you up to about 30 percent? Well, no, a little bit over 30. What, 33 percent?

Dr. HORN. Again, the thing that we need to focus on——

Senator HARKIN. I guess what I want to try and get at, this increased funding that you are asking for, and it has got to come through our Appropriations Committee, you are now going to get up to—it would still be less than half the eligible children, right?

Mr. MURPHY. The President's request, Senator, talks about serving youngsters the year before public school. So, we put our emphasis on serving 4-year-olds. At the present time, we are probably serving somewhere in the neighborhood of 37 percent of the kids before public school——

Senator HARKIN. Of 4-year-old——

Mr. MURPHY. [continuing]. Five hundred million dollars, along with other efforts put on by the State, could easily take us up to 50 percent of the eligible population before they enter public school.

Senator HARKIN. With the $500 million?

Mr. MURPHY. Yes.

Senator HARKIN. That is if you just focus on 4-year-olds?

Mr. MURPHY. Yes.

Senator HARKIN. So, again, for the eligible population you are still going to be considerably less than 50 percent. What would it require to get 100 percent? How much money?

Mr. MURPHY. We would have to go back——

Senator HARKIN. You have no idea?

Dr. HORN. Well, we——

Senator HARKIN. Would you send that back down to us?

Dr. HORN. We will be happy to do that.

Senator HARKIN. I want to know how much you think it would take if we wanted to reach a hundred percent of the eligible kids in America with the Head Start program.

Dr. HORN. Defined as 3e- and 4-year-olds?

Senator HARKIN. Yes.

Dr. HORN. Fine.

Senator HARKIN. You can break it down, if you want to, to 4-year-olds, and then 3- and 4-year-olds.

Senator DODD. If the Senator would yield just one second, on the 5-year-olds, as I understand it, the Department of Education statistics have that about 85 percent of the 5-year-olds are in kindergarten but that, if you look at those children who are living below the poverty line, only 70 percent of the 5-year-olds are in kindergarten. So, you have got a 30 percent population of 5-year-olds who are not in any kindergarten program.

I do not disagree, we should not be competing. But for a variety of reasons, there is not an insubstantial number of 5-year-olds who are not in a program at all. Whether or not they should be is another matter, but to the extent they are not, we ought not to exclude them from services if they fall between the cracks.

So, I think you want to add at least those 5-year-olds where they are not being served.

Senator HARKIN. Why not just break it all down for me, OK?

Dr. HORN. That would be fine.

I think there is one other point that is very important, though, to keep in mind with these figures. It is our experience and the experience of grantees in the community that, once you get to a point where you have enough money to serve 80 percent of the eligible population, you have saturated the community. That is, if you

assume that you are going to get 100 percent participation in Head Start, you are assuming two things: that there will be no more State-run preschool programs, or at least that are targeted to low-income children; and, two, that the Head Start participation will become mandatory.

The fact is that there are State preschool programs that are also targeted to this population. And not every family will choose to enroll their child in a Head Start program. So, when we talk about getting to universal coverage, I think it is important to keep in mind that we are really probably talking about covering approximately 80 percent of the eligible population.

Senator HARKIN. Surely you must have the data in there about how many State programs are in existence and how many kids they are serving?

Dr. HORN. Yes, we do.

Senator HARKIN. Well, carve it out for me. I do not see any problem there. I mean, I do not want to duplicate services and stuff like that.

Did you not just tell me, Mr. Murphy, that—I thought I heard you say something about the State services. I thought I heard a very small percentage. You added it up.

Mr. MURPHY. We can provide those numbers for the record.

There are two forms of programs in the State. There are those programs in the State that are now serving our population, economically disadvantaged families. The State takes the money and gives it directly to the Head Start program. We have that dollar figure, and we have some enrollment figures.

There are other State programs that give money to early childhood programs, of which some of our population may be involved or may not be involved. We have that number. The number of kids in that program who are Head Start eligible, we do not have those numbers at this point. Those would be very difficult for us to get.

Senator HARKIN. What kind of information can you give me? Can you get me the following information? How many children you are currently serving with the Head Start program.

Mr. MURPHY. Yes, sir, we can give you that.

Senator HARKIN. Three-, 4-, and 5-year-olds.

Mr. MURPHY. Yes, sir.

Senator HARKIN. How many more of that population will be served with the increased money next year.

Mr. MURPHY. We can give you that.

Senator HARKIN. Then I want to know how much money it would require to serve the eligible population below the kindergarten level. Then throw in the kindergarten level, too, let us take a look at that, too.

And then show me how many kids of that population are being served by State programs.

Dr. HORN. The latter part is the one that we are not sure we have data on. We are trying to get that data as part of this year's expansion.

Senator HARKIN. Send a letter out to every State department of education.

Dr. HORN. In fact that is what we are doing. We are involved in that effort. It is not as though we are ignoring the question. But we

do not have the data currently. We are gathering that data as part of the 1990 expansion. That is precisely the information that is going to be critical for us to make sure we are not duplicating services in States.

Senator HARKIN. I am sure the State that has a program can tell you that.

Dr. HORN. We are gathering that data, and we will submit that to you.

Senator HARKIN. I would appreciate it very much.

Senator DODD. Without objection, that will be inserted into the record.

[The information follows:]

*Question.* Number of children currently served—broken down by 3-, 4-, and 5-year-olds?

*Answer.* Following are estimates for fiscal year 1990: Three-year-olds, 112,743; 4-year-olds, 326,121; 5-year-olds, 36,078.

*Question.* Amount of money required to serve the eligible Head Start population below the kindergarten level. (Three- and 4-year-olds?)

*Answer.* Precise data on the number of low-income preschool children living in the United States are available only from the official decennial census. Current estimates made by the Census Bureau indicate that there are currently 2,475,000 low-income 3-, 4-, and 5-year-old children in the country. For planning purposes we have assumed these children are evenly divided among the three age groups, or 825,000 low-income 3-, 4-, and 5-year-olds.

To serve the entire population of 3- or 4-year-olds would thus require funding 825,000 slots. However, we do not expect that every eligible low-income child would be enrolled in Head Start, even if the program were available to all these children. We estimate some 20 percent of families would not enroll their child in Head Start because they would prefer alternative programs or prefer the child remain at home. Thus a universal program for either 3- or 4-year-olds would require 660,000 funded slots. In addition, as Head Start regulations permit up to 10 percent of children to be from over-income families, some provision must be made to permit over-income children to be enrolled in Head Start. Currently, 5 percent of Head Start children are from over-income families. If we assume 5 percent over-income is a reasonable estimate for a universal Head Start program an additional 33,000 slots, above the 660,000, would be necessary to fully fund Head Start, or a total of 693,000 enrollment slots.

Subtracting the fiscal year 1990 enrollments of 112,743 3-year-olds and 326,121 4-year-olds from 693,000 leaves an unmet need of 580,257 3-year-olds and 366,879 4-year-olds (180,000 of which have been requested in the President's fiscal year 1991 budget). At the current cost per child of $2,767 it would require an additional $1,015,154,000 to serve the unserved 4-year-olds and $1,605,571,000 to serve the unserved 3-year-olds or a total of $2,620,725,000.

These estimates, of course, change depending on the number of eligible children. We expect within the next several weeks to have a more current Census Bureau estimate on the number of low-income preschool children, at which time we will update these estimates.

*Question.* Amount of money required to serve children at the kindergarten level (Five-year-olds)?

*Answer.* We estimate that to fully fund Head Start to serve 5-year-old low-income children would require funding 693,000 enrollment slots, as explained above. In fiscal year 1990 we will serve 36,978 5-year-olds. The unmet need would thus be 656,022 enrollment slots which, at $2,767 per child, would cost $1,815,213,000.

However, we believe that this approach is not warranted when dealing with 5-year-olds. While there are perhaps special circumstances when a 5-year-old should be served by Head Start (if, for example, there is no kindergarten available to the child in the child's community) the vast majority of 5-year-olds should not be considered part of Head Start's constituent population as they a3e enrolled in kindergarten. We do not believe it an appropriate use of Head Start funds to serve children who belong in the public school system, and thus any estimate of serving 5-year-olds should be, at the outside, only for that small portion of low-income 5-year-olds not able to be served by a kindergarten program.

*Question.* What States have their own pre-school programs and how many children do they serve?

*Answer.* While estimates vary, depending on age groups and definitions utilized, the Department of Education's Survey of Prekindergarten Enrollment indicates that about 225,000 children were being served by State public pre-school programs in 1988. According to the most recent information available to us, 35 States (See Attachment A for chart of States and numbers of children reported served) have some type of program to serve pre-school children. Alabama and Pennsylvania are currently planning some sort of pre-school program.

*Question.* What has Head Start done to implement the recommendations of the Commissioner's Task Force on social Services in Head Start?

*Answer.* The recommendations for a caseload ratio of 35 to 1 and the development of career ladders for social services staff are currently under review by ACYF. We plan to develop a Notice of Proposed Rulemaking within the next year which will address the issues of qualifications for social services staff, the case management approach and the issue of establishing family caseloads for social services staff.

ACYF supports the recommendation for additional training for social services staff, but supports local training projects and community college programs rather than a national, competency-based social services training program. The focus of local training efforts should be to develop a Head Start social services career ladder by developing programs leading to the award of a college degree.

Beginning in fiscal year 1990 and expanding in fiscal year 1991, the Head Start Bureau will allocate funds for the specific purposes of training social service coordinators. As part of this initiative the OHDS Coordinated Discretionary Program, published in the March 8 Federal Register, solicits applications from historically Black Colleges to develop models for training of Head Start social service and parent involvement coordinators who are employed in rural or isolated Head Start programs.

ACYF is sensitive to the recommendation of providing adequate salaries for social service staff. We are allocating $49.3 million to Head Start programs in fiscal year 1990 for purposes of increasing staff salaries.

ACYF agrees with the recommendation to amend Head Start guidelines to require that social service staff reflect the target population of the area being served. We will implement this change in fiscal year 1991,

ACYF also supports the recommendation to revise the Social Service Performance Standards to put more emphasis on the need for cross-component coordination. A Head Start training institute is being planned for the summer of 1991 which will emphasize the team approach to addressing the needs of families.

ACYF does not propose to establish and maintain a permanent Social Services Advisory committee, ad recommended by the Task Force, but rather plans to convene a variety of groups to address particular needs and specific issues. This strategy is currently being used on the issues of literacy and substance abuse.

ACYF is also supporting research into some of the issues affecting Head Start families and will be publishing an announcement in the Federal Register to focus on helping families deal with illiteracy, substance abuse and unemployment. We have also established an evaluation panel whose task is to make recommendations on what aspects of Head Start appear to make a meaningful difference in the lives of Head Start children and families. We intend to fund a formal evaluation of Head Start after reviewing the panel's recommendations and will use the results of the evaluation in considering how to better structure the provision of social services.

The other task force recommendations were such that they would be implemented directly by Head Start grantees. As part of our monitoring efforts in fiscal years 1990 and 1991 we will determine the extent to which these recommendations are being implemented by our grantees.

## ATTACHMENT A

Numbers of Children Served in 1988 by State Early Childhood Programs as Reported to the Department of Education

| | |
|---|---|
| Alaska | 1,747 |
| Arizona | 607 |
| Colorado | 2,396 |
| Connecticut | 3,911 |
| Delaware | 293 |
| District of Columbia | 3,570 |
| Florida | 8,317 |
| Hawaii | 261 |
| Illinois | 26,945 |
| Indiana | 814 |
| Iowa | 3,334 |
| Kansas | 1,043 |
| Louisiana | 1,235 |
| Maine | 1,761 |
| Maryland | 10,882 |
| Massachusetts | 6,017 |
| Michigan | 9,549 |
| Minnesota | 5,827 |
| Mississippi | 172 |
| Montana | 268 |
| Nebraska | 1,509 |
| New Jersey | 6,095 |
| New York | 25,005 |
| North Carolina | 1,504 |
| North Dakota | 633 |
| Oklahoma | 2,967 |
| Oregon | 1,285 |
| Rhode Island | 358 |
| South Dakota | 376 |
| Texas | 77,548 |
| Utah | 1,568 |
| Virginia | 1,610 |
| Washington | 3,078 |
| West Virginia | 654 |
| Wisconsin | 11,502 |
| Total | 224,777 |

Senator HARKIN. Mr. Chairman, I have an opening statement. I will just make it a part of the record. Thank you.

Senator DODD. Without objection, that will be inserted into the record.

[The prepared statement of Senator Harkin follows:]

### PREPARED STATEMENT OF SENATOR HARKIN

Senator HARKIN. Mr. Chairman, I am very pleased to be here today as we begin the reauthorization process of the Head Start program. I want to welcome all the witnesses here today, especially Darlene Wise. Darlene is from Linn Grove, IA (Buena Vista country) and is the mother of 8 children. Here involvement with Head Start began some 21 years ago, and in the following years, she was a Head Start parent, a Head Start teacher's aide, then a Head Start teacher. She now is the outreach coordinator for an 8 county area for the Upper Des Moines Opportunity Incorporated, a com-

munity action agency. I look forward to her testimony, and the testimony of all of the witnesses.

Since 1986, the Head Start program has helped thousands of families. We know it works, because it takes a comprehensive approach which involves parents, the community. We know that early intervention can make a big difference in the lives of children in poverty and in the lives of children with disabilities.

As chairman of the Subcommittee on disability Policy, I have seen the benefits, including cost benefits, of early intervention in the lives of children with disabilities. Since the passage of Public Law 94-142, the Head Start program has included children with disabilities and now 13 percent of Head Start participants are children with disabilities.

Mr. Chairman, thank you for holding this hearing, and I look forward to working with you on this year's reauthorization.

Senator DODD. Senator Pell, do you have any questions?

Senator PELL. No questions, thank you very much.

Senator DODD. Thank you very much, Doctor. I would appreciate it if you could to the extent possible make the information that Senator Harkin has requested available to the committee.

You might also want to be watching—I hope we are not engaging in a self-defeating process here a little bit. Obviously, we want to encourage States to involve themselves in these programs where possible. I get concerned, I guess, knowing what my State is going through fiscally and I am sure what most of our States are going through. We do not want to discourage them from being involved in these efforts by having it just become a Federal program.

We would like to know what States are planning as well, the things on the drawing boards, even though they may not have enacted something.

Dr. HORN. In fact, Senator, that is a very important point. Indeed, that is why we think our State incentive pool proposal is critical in terms of helping to provide incentive for States to in fact commit more dollars to preschool programs and perhaps directly to Head Start.

We already have indications that there may be some States who, based upon the proposed $500 million increase, are cutting back on their commitment to the Head Start program; that is, they are cutting back dollars or they are considering cutting back their commitment to the Head Start program at the State level.

I think your point is absolutely critical. We do not want to do anything that discourages States from in fact contributing to the Head Start program.

Senator DODD. Thank you very much, Dr. Horn.

I want to rearrange our next panel a little bit to accommodate some people with travel plans. Again, we apologize for the delay with votes and other matters. Sister Barbara McMichael is Director of the Providence Head Start program. We invite you to come upon and join us at the table. Sister Barbara has been involved, as we heard Senator Pell say, in this program for 20 years. So, we are talking to the history books here, someone who can tell us what has happened.

Frank Doyle is a constituent of mine. He is going to be representing the Committee for Economic Development. He is Senior Vice

President for General Electric in Fairfield, CT. I had the pleasure of being his dinner partner a couple of nights ago as we feted the Prime Minister of Ireland. Was Denny Doyle any relation of yours, that great Irish singer?

Mr. DOYLE. No, sir.

Senator DODD. Lisbeth Schorr is a lecturer in social medicine, Harvard University. Thank you for being here as well, Ms. Schorr.

I am going to ask each and every one of you to abbreviate your comments, if you would, so that we might get to some questions for all three of you. Again, we welcome all of you. Thank you for taking the time to be a part of this historic reauthorization year for Head Start, particularly you, Sister Barbara, for your years of commitment to this program. I have strong ties to Providence, as a graduate of Providence College. My mother was from Westerly, RI. She always said she was from the largest town in southern Rhode Island. If you are from Rhode Island, you can appreciate that humor. And my sister and brother-in-law are natives of Providence; my brother-in-law, rather. So, we have a lot of ties to that city, along with Senator Pell, who is a dear friend.

We will commence with you, Sister.

**STATEMENTS OF SISTER BARBARA MCMICHAEL, DIRECTOR, PROVIDENCE HEAD START, PROVIDENCE, RI; FRANK DOYLE, REPRESENTING COMMITTEE FOR ECONOMIC DEVELOPMENT, SENIOR VICE PRESIDENT, GENERAL ELECTRIC, FAIRFIELD, CT; AND LISBETH SCHORR, LECTURER IN SOCIAL MEDICINE, HARVARD UNIVERSITY, WASHINGTON, DC**

Sister MCMICHAEL. Thank you, Mr. Chairman and the other members of the panel.

I am really very happy to be here because I want to share my enthusiasm about the Head Start program. We presently in Providence serve 872 children—that does include the Blackstone Valley, but I mean in the program—and their families; 250 of these children are funded by the State of Rhode Island to the tune of $1,095,000. That is just in our program. We serve about half of the State's children.

Many poor children are failing in school because of the inability of their parents to adequately prepare them for entrance into school. Many parents lack the resources to get the health exams and/or immunizations for their children. Some are functionally illiterate or cannot understand or speak English. Many parents lack job skills and have to rely solely of public assistance. Some have no social life whatsoever because they are tied down all day caring for small children without money or transportation to go where they can socialize with other parents.

In the beginning years Head Start was designed to tackle all of these problems. I was amazed at the vastness of the mission of Head Start. Surely it would fail, but it has not. Head Start does work due to the commitment and dedication of the staff and the involvement of the parents.

When we talk about States serving these children, I hope we keep in mind that there is a difference between preschool, Head Start like, and Head Start in its entirety. Staff qualifications have

improved, as I heard Dr. Horn say. That is precisely why we need better salaries so we will not lose these staff members to programs that pay more.

Just yesterday our really competent nutritionist told me she is leaving our program to take a job with the State. She has assessed the nutritional needs of our children. She has provided nutritional training for parents and staff and overseen our food program. She hates to leave, but salary and fringe benefits have forced her to decide to take the job that she has been offered.

We must be able to offer a pretty good salary and fringe benefit package if we are to replace her. If we do not, then I feel that services are going to be diluted.

Repeatedly a parent of a Head Start graduate tells us, all of my older children did poorly in school, dropped out at 16, but my Head Start child is doing so well and loves school. I am not sure that, if those children are served in perhaps a public school setting, at least the ones that have the most problems, are really going to make it as well as they would if it were the true Head Start program. And I based that on talking to so many parents.

They look at a social worker as someone who can touch their pocketbook, so therefore they do not always confide in them. They look at a DCF person that comes in as someone that can take their child away. So, when they really have problems and need help in being referred or maybe just in talking, they call Head Start people because they think of them as their friends. And that is why I think that so many of the parents that perhaps would not have made it have built up their self-confidence and have learned how to deal with their children.

Head Start is a preventative program. It certainly does prevent some child abuse and neglect. It is the only preventative program in that regard that I know of.

For 20 years I have watched children from economically disadvantaged families grow physically, emotionally and socially as a result of the comprehensive child development program that Head Start provides. Of course, we do use the services of all the other community programs that are at our disposal. We are finding, however, that when we refer people now, because the problems have grown, drugs problems and all of the other problems so prevalent, we do find that they are not able to get services to them very quickly because of the backlog that they have. So, we have to step in, and we have to be careful that the social service staff that we have are trained well enough and have enough qualifications to really help these people. They were perhaps competent enough to do it before these problems grew to the extent that they are now.

For a child to develop to his or her potential, he or she must have an early start. But that start must include building self-confidence. His special needs must be met, because a child needs to be enabled to build pride in race, ethnicity and culture. I am not sure that other preschool programs, or at least not all of them, realize that. So, I hope that we will be able to continue in programs, not Head Start like, but Head Start.

I am trying to cut it down, but I am going over the lot.

Head Start does service the whole family, staff advocate for the children and their parents. Each family is assessed. I think that is

so important. Special effort is exerted to find a way to fill the needs indicated on the family's needs assessment. This entails either providing for the need directly or searching out an agency that can help the family. The family member is not only referred but followup, so important, is done to assure that the problem is addressed adequately.

Parents in all Head Start programs are involved in decision-making process. This is so important because so many of the parents, when they first come, think that their opinion is not important. I personally have learned a great deal from many parents when they are involved in making a decision. And I marvel at, with very little education, how logically they think and how fairly they come to conclusions that will benefit the program as a whole and particularly their child.

We are anxiously awaiting the reauthorization of Head Start, which must not only assure the continuance of Head Start but assure that retains its quality. Our staff cannot continue to work at approximately 50 percent of the wages in the public schools. Fringe benefits, especially retirement pensions, are luring. Some staff are working at or below the Head Start poverty level, making their children eligible for Head Start.

Hopefully, the reauthorization of 1990 will increase the per-child funding level with a monetary setaside for salaries and fringe benefits.

I personally would feel very bad if we do not continue to serve 3-year-olds. Some children do need 2 years and some 3. We always operated on the assumption that we assess a child according to its needs and then try to take care of that. Just to say, well, they only need it for one year seems to me to be against the philosophy of Head Start.

Whereas expansion is a noble objective, it should not be at the expense of quality.

I hope the Congress will improve on the proposed $500 million increase for Head Start or at least, I do not know if monetary—I do not want to take the whole pot, you know. But I do think that, since it is so valuable the way it is now, I would hate to see it watered down.

There are many eligible economically disadvantaged 3- and 4-year-old children that cannot be enrolled, but quality must be maintained. We cannot sacrifice it for quantity.

All Head Start enrollees and their families must have the complete Head Start experience if it is to be effective. Thank you.

Senator DODD. Thank you very much, Sister.

Without objection, your prepared statement will be inserted into the record.

[The prepared statement of Sister McMichael follows:]

## PREPARED STATEMENT OF SISTER BARBARA MCMICHAEL

I am delighted to be here. I want to thank Senator Pell for inviting me. It gives me a chance to convey to you my enthusiasm about the benefits of Head Start. I am Sister Barbara McMichael, a Sister of Mercy and the Director of Providence Head Start. Our program serves Pawtucket, Central Falls, Cumberland and Lincoln as well as Providence Rhode Island.

We presently serve eight hundred seventy-two (872) children and their families. Eight hundred forty (840) in center based programs and thirty two (32) in home based. Two hundred seventy six (276) children are three years old and five hundred ninety six (596) are four years of age. Six hundred twenty-two (622) of these children are federally funded and two hundred fifty (250) are funded by the State of Rhode Island. Our enrollment includes Black, White, Asian and Hispanic children.

As an educator, I realize that many poor children are failing in school because of the lack of ability of their parents to adequately prepare them for the entrance into school. They cannot provide the 'readiness" for

kindergarten or first grade. Many parents lack the resources to get health exams and/or immunizations for their children.

Some are functionally illiterate or cannot understand or speak English. Many parents lack job skills, and have to rely solely on public assistance. Some have no social life what so ever, because they are tied down all day caring for small children without money or transportation to go where they can be with other parents.

Early on I realized that Head Start was designed to tackle all of these problems. I was amazed at the vastness of the mission. How could one program attempt to address all these facets of the problems caused by poverty. Surely it would fail! But it hasn't. Head Start does work due to the commitment and dedication of the staff, and the involvement of the parents.

I can never forget the first parent election I attended. A parent leaned over and asked me to write her ballot. She wasn't non-English speaking - she just could neither read nor write.

We arranged for her to get tutoring, and she did progress enough to be able to function at a fourth grade level. Her child progressed well and was an average student

throughout his school life. Many may not believe it, but this is a success story.

Let me tell you about Richard Gesauldi. He was in our Head Start program from 1969-1970 and 1970-1971. In elementary school, he was at the top of his class. He did extremely well at Classical High School, graduating in 1985. He attended Providence College on scholarship and was on the national and college dean's list the whole fours years. He graduated in the top 2% of his class in 1989. During college Richard was in the Honor Society in Philosophy. He received a scholarship to law school in San Francisco in 1989. He attended, but was lonesome for home in Rhode Island so he is transferring to Suffolk Law School in Boston, Massachusetts where he has been accepted.

Michelle Rogers, a 1970 Head Start graduate, a top student all through public school is now in medical school hoping to be a pediatrician.

Repeatedly a parent of a Head Start graduate tells us, "all my older children did poorly in school, dropped out at sixteen, but my Head Start child is doing so well and loves school". An example is our employee Maria Falconer, mother of twin daughters who attended our program in 1984. Maria is a Parent/Involver in our program.

For twenty years I have watched children from economically disadvantaged families grow physically, emotionally and socially as a result of the comprehensive child development program that Head Start provides.

I have held the position of Director for twenty (20) years having taken the position because of a conviction that a well rounded education where each child has the opportunity to reach his or her potential is the surest route out of poverty. For a child to develop to his/her potential he/she must have an early start. Nutritional and health needs must be met in an environment which builds up his/her self-confidence. Special needs must be met. A child needs to be enabled to build pride in race, ethnicity and culture. Economically disadvantaged children must be given the opportunity to develop social skills to enable them to get along with others.

Parents of economically disadvantaged children often lack the educational opportunities and experiences that help develop self confidence and parenting skills. They need assistance in providing the type of environment needed to enable their children to develop as socially competent persons. This is the first step in helping children to succeed in school and in life. In some cases, the program is instrumental in preventing child abuse and neglect and

substance abuse.

Head Start assists parents in acquiring parenting skills. Parents learn child development - what's a normal child and how their child may be different.

If we do not give disadvantaged children and their families the tools to succeed in education and in eventually becoming self-sufficient, we will pay the price. Head Start not only provides a comprehensive program for the children, but goes a long way in remediating the deficits experienced by the parents.

Economically disadvantaged children need extra preparation or a readiness program to enable them to begin school on an even par with those whose parents have the educational and financial ability to provide the experiences that make for this readiness.

This program must be comprehensive in nature and embrace the entire family of the child.

Head Start has been the silver lining to the dark cloud of school underachievement of children who lacked the developmental experiences and environment that poor families could not provide.

Head Start provides educational and social opportunities for children three to five years old. Parents are the beneficiaries of the program. They learn to advocate for the children.

Head Start is the most successful program that resulted from the early sixties conference on retardation and developmental problems caused by poverty. The gathering called by President John F. Kennedy included experts on nutrition and mental health and medical people interested in the effects of poverty on family development. Out of that meeting came the food stamp program, Medicaid and Head Start.

Head Start services the whole family. Staff advocate for the children and their parents. Each family is assessed. Special effort is exerted to find a way to fill the needs indicated on the family's needs assessment. This entails either providing for the need directly, or searching out an agency that can help the family. The family member is not only referred, but follow-up is done to assure that the problem is addressed adequately. The needs addressed are education (GED classes, ESL classes) college scholarships, housing, food stamps, nutrition and consumer education, mental health services and job counseling to name a few.

Parents in all Head Start Programs are involved in the decision making process. In the Providence Head Start program which serves eight hundred seventy-two (872) children and their families, the Grantee Board, duly incorporated in the State of Rhode Island, is composed of two-thirds (2/3) parents of children currently enrolled in the program. The other one-third (1/3) is made up of representatives of community organizations, persons with expertise in the educational or health field; and/or former Head Start children who developed an expertise in Head Start policies.

All Head Start programs have in addition to the Board of Directors, a Policy Council which must have input into the programs and curriculum. The Policy Council must be involved in the hiring and firing of staff.

Head Start turns twenty-five (25) this year. President Johnson signed the bill authorizing Head Start on May 18, 1965. We are anxiously awaiting its reauthorization which must not only assure the continuance of Head Start, but assure that it retains its quality.

We are sure you can see that Head Start is essential and what's more a savings in the long run. Many of our dedicated trained teachers and other staff cannot continue to work at approximately 50% of the wages in the public

schools. Fringe benefits, especially retirement pensions are luring. Some can get positions in the public schools. They are committed but "you can't eat committment".

Many of our staff have been educated with Head Start training funds. Some were hired with a ninth or tenth grade education and now have a Bachelor's Degree. We will be back to square one and be obligated to spend training dollars for replacements if staff leaves.

Some staff have been with us for a long time, and have very little if any retirement money.

Some are working at or below the Head Start poverty level making their children eligible for Head Start.

To maintain quality, we must be able to maintain quality staff. Hopefully, the Reauthorization Act of 1990 will increase the per/child funding level with a monetary set-aside for salaries and fringe benefits. Unless a set-aside for personnel costs (salary enhancement and fringe benefits) is written into the law, the quality of the program will be in jeopardy. This set-aside will prevent the high staff turn-over rate caused by the contrast between Head Start wages and those of other programs.

Whereas, expansion is a noble objective; it should not be at the expense of quality. The average cost/child of $2,664 is very low. NHSA projects an average $4,289 for a high-quality program.

President Bush has proposed a $500 million increase for Head Start to serve an additional 180,000 four year old children. The proposal is noteworthy for a number of reasons, including its size, its focus on four year old, and emphasis on expansion.

However, it makes no provision for cost of living, quality improvement, or services for three year olds. I hope Congress will improve on the President's proposal by addressing the above issues.

There are many eligible economically disadvantaged three and four year old children that cannot be enrolled. However, if we have to water down services to enroll more children, we will have accomplished nothing. Quality in the programs must be maintained. Quality cannot be sacrificed for quantity. Expansion cannot be at the expense of quality programs. All Head Start enrollees and their families must have the complete Head Start experience if it is to be effective.

Senator DODD. Frank, thank you for being here today. We are glad to receive your testimony.

Mr. DOYLE. Thank you, Mr. Chairman.

My full testimony has been submitted for the record.

Senator DODD. It will be a part of the record.

Mr. DOYLE. It is a privilege to testify this afternoon in support of this bill. I do so as both Senior Vice President of General Electric and also as a trustee of the Committee for Economic Development. I will speak first out of some of my experience with G.E.

Most people would think that people from business would be here testifying for incentives to capital formation and investment, R&D or other initiatives more obviously linked to the competitiveness of the U.S. companies and the American economy. But the quality of childhood education in America is more than an issue of philanthropy and corporate responsibility for us, although it is certainly that. It is an issue of productivity and profitability in a rapidly changing competitive world.

There is very little that we at G.E. can do on or off the factory floor in our core manufacturing high technology or diverse service businesses with employees who cannot read or write or count or are unable to learn. We spend hundreds of millions of dollars every year at G.E. on training and retraining our current work force of almost 300,000 people. But the effectiveness of those efforts depends in large part on the quality of education these employees experienced before they joined us.

Despite corporate America's reputation for short-term thinking and investing, we get paid to balance short- and long-term demands. Investing money, both public and private, in education from early childhood education right through constant training and retraining for mature workers is the kind of balance we should be paid to make. The private sector spends over $20 billion directly or indirectly on education and training every year.

I believe that Head Start is just the kind of short- and long-term investment that is government at its responsible best. Above all, high quality preschool programs have been shown to save future social costs. For example:

Every $1 invested in high quality preschool programs can save up to $6 by reducing the associated costs of remedial education, crime, health care and the rest.

Every class of dropouts—the CED calculates 700,000 every year—represents $240 billion from society over the course of their lifetimes in the form of wages not earned and taxes not paid.

But the benefits of Head Start go way beyond the cost savings. In our statement Children in Need, CED research has also demonstrated a critical link between early intervention and lifelong achievement amongst our society's most disadvantaged young people. We concluded that to succeed in helping children at risk, we must respond to the needs of the whole child, extending through this life cycle from prenatal care through adulthood. We must intervene early and then sustain the investment.

So Head Start is an investment decision, and an easy one at that: it is smarter to attack the causes now than pay for the consequences later. But there is another far worse life cycle of personal and educational development which could well develop.

When schools fail to foster basic skills, and the equally fundamental ability to learn, they defeat the possibility of lifelong learning. When technology and foreign competition continue to raise the standards of performance and skill expected of Americans, those people without basic skills will not be able to reach even the first rung on the value ladder. When the G.E.'s and the G.M.'s and the AT&T's of America no longer have low-skill, low-value-added jobs, because they have adjusted to a high-skill, high-value-added global competitive world, those left out will be locked out of the great American middle class. And every time that happens, it is a tragedy for America.

Fortunately, it is within our power to avert that scenario.

We know that the world changed dramatically over the eighties, and therefore our policy premises should change for the nineties. Let us not base nineties policies on seventies premises. Let us not be generals preparing to fight the last war.

For most of this century our prevailing premise was that the people were there for the job. It was up to the private sector and public policy to generate the jobs for people. The available labor pool was large enough, and unskilled manual labor and low skilled manufacturing jobs were plentiful and well paid, enough to absorb those without higher level skills. Those were good jobs for Americans with relatively little education and skill. But just as we were winning that battle, the battlefield changed. With globalization, the globalization of markets, products, companies and economies, the American economy is approaching the point where the major challenge will not be generating jobs for our people but equipping our people for the jobs.

Right now our industrial economy is already generating more skilled jobs than we have the people to fill them. Employers who cannot fill their skilled job needs will move the work to where they can find those skilled workers.

Globalization is one way the competitive world is being transformed. An approaching demographic crunch is another. It has been predicted by the year 2010 the job supply shortage will reach as high as 23 million jobs found wanting for lack of qualified and available candidates. That means that a competitive America, let along a compassionate America, will need every trained mind and every pair of skilled hands.

The appalling fact is that one in five of our teenage children and younger live in poverty, and one in four children under the age of 6 live in poverty. These children account for most of the more than one-third of the Nation's children who eventually grow up with few, if any, employable skills.

I am a convinced optimistic, but it is painful to concede there are serious reasons to be pessimistic. Demographic change and global competition are implacable. Unless Americans learn, the expectation that the future will be better, one of our underlying assumptions, is clearly questionable.

America's historic economic power, I believe, has been based on our people power. We are a flexible, adaptable, even agile society, more than any in the world. We are an economy of motivated, mobile and talented people. But without education and without

educated American workers, American adaptability and American economic prosperity threaten to become American history.

Head Start is the best starting point we have to invest in the kind of American future we want. The program currently reaches less than 20 percent of eligible children, children mostly 3 and 4 years old, who live in families whose incomes are below the Federal poverty line. Tragically, access to Head Start has not kept up as the poverty rate for children has increased by 31 percent in the last 8 years.

These are shocking facts and the case for urgent action, I believe, overwhelming.

The likelihood that Head Start will receive substantial increases in funding for the next year is encouraging. The $500 million proposed by President Bush for fiscal year 1991 is a positive step. It is presidential leadership, and Head Start needs it.

We need to make an even larger commitment for the future, the very near future. Head Start should be expanded so that every poor child who needs it comprehensive approach can benefit from it. Among CED's recommendations in our policy statement, Children in Need, is full funding of Head Start so that all eligible three and four year olds can have the chance to participate in the program. Head Start was originally designed to enroll all poor children up to the age of five who are not already in school. Therefore, we should not neglect the 30 percent of 5 year olds from poor families not currently enrolled in kindergarten programs.

Therefore, I support full funding of all eligible three to five year olds by the end of 1994, the approach embodied by legislation introduced this week by Representatives Kildee and Scheuer in the House and by Senators Dodd and Kennedy in the Senate.

It is important, however, that the additional funds are not solely earmarked to create additional half-day program slots for 4-year-olds. Some of these new funds should be constructively spent on increasing salaries and benefits, improving staff training and upgrading facilities. Head Start has not always had the resources necessary to assure quality, partly explaining why program graduates do not fair as well over the long-term as they might otherwise. It is imperative that as Head Start is reauthorized and additional money appropriated, as much emphasis is paid to raising quality as to broadening access.

Let me conclude by emphasizing that investment in education is government at its best and most needed when it is done right. When it is done right, investing early in education is the best investment of all.

We can no longer tolerate, either as a compassionate society or as a competitive economy, a short cycle by which our children are being rendered ineligible for productive participation in our future workplaces by the age of 5. We cannot wait, and they cannot wait.

Thank you very much.

Senator PELL. Thank you very much indeed, Mr. Doyle.

Without objection, your prepared statement will be inserted into the record.

[The prepared statement of Mr. Doyle follows:]

**PREPARED STATEMENT OF FRANK P. DOYLE**

MR. CHAIRMAN:

It is a privilege to testify this morning in support of strengthening early childhood education programs, particularly Head Start. I am speaking both in my capacity as Senior Vice President tor General Electric, and as a trustee of the Committee for Economic Development. Before turning to some specific recommendations on Head Start developed by CED, I want to begin with a few observations based on our experience at GE that explain my interest in the issue.

Most people would think that a company like GE is more likely to be on Capitol Hill testifying on behalf of incentives for capital formation and investment, R&D or other initiatives more obviously linked to the competitiveness of U.S. companies and the American economy. But the quality of childhood education in America is more than an issue of philanthropy and corporate responsibility for us, although it certainly is that: it is also an issue of productivity and profitability in a rapidly changing competitive world.

There is little that we at GE can do-- on or off the factory floor, in our core manufacturing, high technology or diverse service businesses-- with employees who cannot read or write or count or who are unable to learn. And the sad truth is that we encounter prospective employees who arrive at the workplace unable to learn and unable to be trained, partly because of the failure of our institutions to intervene early and effectively.

Our success at GE absolutely depends on our ability to find, hire and retain new workers who are both ready to work and easy to train; our workers must not only be prepared for change, but be prepared to keep changing as technologies evolve. That requires hiring people who are not only verbally and mathematically literate-- with analytical ability and disciplined work habits-- but who are also able to learn and learn quickly.

As we invested heavily in product and process technology at GE in the Eighties, we invested in our people at the same time so they could adapt to these new technologies. We expanded our training and retraining efforts as it became essential for our workers to learn new and more complex skills, from computerized quality control to plant floor management. We spend hundreds of millions of dollars every year at GE on training and retraining our current work forces of almost 300,000 people. But the effectiveness of those efforts depends, in large part, on the quality of education.

Despite Corporate America's reputation for short-term thinking and investing, we get paid to balance short-term and long-term demands. Investing money, both public and private, in education-- from early childhood education right through constant training and retraining for mature workers-- is the kind of balance we should be paid to make. The private sector spends over $20 billion-- directly and indirectly-- on education and training every year.

I believe that Head Start is just the kind of short and long-term investment that is government at its responsible best. Above all, high quality preschool programs have been shown to save future social costs. For example:

- Every $1 invested in high quality preschool programs can save up to $6 by reducing the costs associated with remedial education, welfare, crime, emergency health care, and teen pregnancy.

- Every year we delay breaking the cycle of failure, society must spend $16.6 billion on the children of teenagers who cannot support their families.

- Every class of dropouts -- 700,000 every year -- represents $240 billion from society over the course of their lifetimes in the form of wages not earned and taxes not paid.

- Every year a child must repeat a grade costs $4,000, and by ninth grade, about 50% of students have flunked at least one grade.

But the benefits of Head Start go way beyond the cost savings. In our policy statement Children In Need, CED research has also demonstrated a critical link between early intervention and life-long achievement among our society's most disadvantaged young people. We concluded that to succeed in helping children at risk, we must respond to the needs of the whole child, extending through this "life cycle" from prenatal care through adulthood. Many believe that the Children in Need policy statement has alerted business leaders and policy makers to the advantages of early investment in education for the disadvantaged. We must intervene early, and then sustain the investment.

So Head Start is an investment decision... and an easy one at that: it's smarter to attack the causes now than pay for the consequences later. But if Head Start should be an easy investment decision, a failure to support it fully will have harder consequences than ever before.

Today, those who are falling further and further behind are mostly the poor, members of minority groups and children growing up in single-parent homes. In the past, maybe we could afford economically-- though never morally-- to ignore their problems. Today, we can not afford to ignore them on either count, moral or economic.

Just as there is a "life cycle" of personal and educational development that extends from prenatal care to postgraduate training, so too there is a sinister social scenario that we will have to take steps to avoid.

When schools fail to foster basic skills-- and the equally fundamental ability to learn-- they defeat the possibility of lifelong learning. When technology and foreign competition continue to raise standards of performance and skill expected of Americans, those people without basic skills will not be able to reach even the first rung of the value ladder. When the GEs and GMs and AT&Ts and USXs of America no longer have low-skill, low-value-added jobs-- because they have adjusted to a high-skill, high-value-added global competitive world-- those left out will be locked out of the great American middle class. And every time that happens, it is a tragedy for America.

Fortunately, it is within our power to avert that scenario.

We know that the world changed dramatically over the Eighties. Therefore, our policy premises should change for the Nineties. Let's not base Nineties policies on Seventies premises; let's not be generals preparing to fight the last war.

For most of this century, our prevailing premise was that the people were there for the jobs: it was up to the private sector and to public policy to generate the jobs for the people. The available labor pool was large enough-- and unskilled manual labor and low-skilled manufacturing jobs were plentiful and well-paid enough-- to absorb those without higher-level skills. There were good jobs at good wages for Americans with little education and few skills.

But just as we were winning that battle, the battlefield changed. With globalization-- the globalization of markets, products, companies and economies-- the American economy is approaching the point where the major challenge won't be generating jobs for our people, but equipping our people for the jobs.

For several decades I have followed the debate on the issue of job generation. Spending public funds on economic development was an appropriate thrust, and there is a need to continue to target assistance to our minority communities. Now I must say that our industrial economy is generating more jobs than we have people with the skills to fill them.

Unfortunately, the U.S. does not have the luxury to work out its problems in isolation as the world waits: globalization means that European, Japanese or American-based global companies will take the high-value-added work to where the high-value-added workers are. Some of those high-value-added workers are also in plentiful supply in other nations: that's why financial back-office operations are springing up in Ireland and India; that's why Eastern Europe is being scoured for new investment prospects. And although wage costs are declining as a competitive factor as wage rates rise in the Asian NICs-- and flatten among regions of the U.S. and member nations of the EC-- the availability of skilled labor will become an even more critical consideration.

Globalization is one way the competitive world is being transformed; an approaching demographic crunch is another. Recently I have been co-chairing a CED Subcommittee focusing on future demographic shifts and their impact on our ability to maintain a competitive work force. For example, we already know that current trends predict an increasing shortage of available workers, even assuming they are educationally prepared. The U.S. labor force grew at an annual rate of 2.7% in the Seventies; that rate will be down to barely over 1% across the next decade. It has even been predicted that by the year 2010, the job supply shortage may reach as high as 23 million jobs found wanting for lack of qualified and available candidates.

That means that a competitive America-- let alone a compassionate America-- will need every trained mind and every pair of skilled hands. But the appalling fact is that 1-in-5 of our teenage children and younger live in poverty-- and 1-in-4 children under the age of 6-- live in poverty. These children account for most of the more than one-third of the nation's children who eventually grow up with few, if any, employable skills. These statistics reveal wasted human potential and represent lost opportunities for our nation... especially when America's competitiveness depends on tapping the talents of all our people.

As a convinced optimist, it is painful to concede that there are serious reasons to be pessimistic; the facts of demographic change and global competition are implacable. To the extent they converge-- and I believe they do-- the combination threatens the fundamental expectation of American society: the expectation that the future will always be better.

America's historic economic power, I believe, has been based on our people power. We are a flexible, adaptable, even agile society; we are an economy of motivated, mobile, talented and trainable people. American workers like to change occupations, employers and jobs; they like to change, update and transform their skills; they do both more easily and effectively than any other workers in the world. This adaptability of Americans may be America's innate, historic strength. But without investment in education-- especially in early childhood education-- American adaptability and American economic prosperity threaten to become American history.

Head Start is the best starting point we have to invest in the kind of American future we want. The program currently reaches less than 20% of eligible children, children mostly 3 and 4 years old who live in families whose incomes are below the federal poverty line. Tragically, access to Head Start has not kept up as the poverty rate for children has increased by 31% in the last eight years.

These are shocking facts. The case for urgent action is overwhelming.

The likelihood that Head Start will receive substantial increases in funding for next year is encouraging. The $500 million proposed by President Bush for FY '91 is a positive step in the right direction which I wholeheartedly endorse. It is a promising demonstration of what Head Start truly deserves: presidential leadership.

But we need to make an even larger commitment for the future... the very near future. Head Start should be expanded so that every poor child who needs its comprehensive approach can benefit from it. Among CED's recommendations in our policy statement Children In Need is full funding of Head Start so that all eligible three and four-year olds can have the chance to participate in the program. Head Start was originally designed to enroll all poor children up to the age of 5 who are not already in school. Therefore, we should not neglect the 30% of five year-olds from poor families not currently enrolled in kindergarten programs.

Therefore, I support full funding for all eligible three to five year-olds by the end of 1994... the approach embodied by legislation being introduced this week by Representatives Kildee and Scheuer in the House and by Senators Dodd and Kennedy in the Senate.

It is important, however, that the additional funds are not solely earmarked to create additional half-day program slots for 4 year-olds. Some of these new funds should be constructively spent on increasing salaries and benefits, improving staff training and upgrading facilities. The promising results of such programs as the Perry Preschool Project and the

Harlem Head Start Study derived from their intensity and comprehensiveness. Head Start has not always had the resources necessary to assure that level of quality, partly explaining why program graduates do not fare as well over the long term as they otherwise might. It is imperative that as Head Start is reauthorized and additional money appropriated, as much emphasis is paid to raising quality as to broadening access.

For example, integration of support services that poor families and children need... is a hallmark of the best Head Start programs. The program design of Senator Kennedy's Smart Start proposal provides a useful model for strengthening the integration of human services with Head Start.

Let me conclude by emphasizing that investment in education is government at its best and most needed... when it's done right. When it's done right... investing early in education is the best investment of all.

We can no longer tolerate-- either as a compassionate society or as a competitive economy-- a short cycle by which our children are being rendered ineligible for productive participation in our future workplaces by the age of ten, if not five. We cannot wait; they cannot wait.

It is not too late to act now... but let us act now before it is.

Thank you very much.

Senator PELL. Now if Ms. Schorr would care to give her testimony.

Ms. SCHORR. Senator Pell and Senator Kassebaum, I find myself in this distinguished company testifying on the reauthorization of Head Start not so much because I am an expert on Head Start but primarily because of a study that I did of programs that work across a wide array of fields, in the fields of health, early childhood education, and social services.

What was quite extraordinary, first of all, was that you could really identify a number of common attributes in these programs that seem to be responsible for their success with very disadvantaged children and families.

Probably the most important lesson that we can learn from looking across these different fields at what has worked is that we have to pay a lot of attention not just to the numbers of children and families who are served, but to the content and quality of the services that are offered to them.

In the programs that I found, and there were many more programs really that have had a record of success, I think, than anyone expected to find, the major attributes that seem to account for their success were that they were comprehensive and intensive. They started early. They dealt with children as part of families and families as parts of communities. In all of them, staff had the time and training and skills to develop consistent and continuing relationships with the children and families that they work with.

All of these programs were able to design their interventions, keeping in mind the very distinctive needs of the most disadvantaged families that they were working with.

Now, it will come as no surprise to you that every one of those attributes was really built into the original Head Start concept. By and large, those attributes have been maintained in the operation of Head Start even though that has been often an extremely difficult thing to do. But it is clear the basic Head Start model is sound, and we know both the short term and the long-term effects have been quite extraordinary.

In applying what we know about programs that work to the questions that I think you are facing in reauthorizing Head Start, there are four principles that seem to me to emerge that you may find useful to think about.

The first one is, and I think you have been hearing it all afternoon, the program effectiveness is dependent on quality. Quality is made up of the caliber of staff, the stability of staff, staff-child ratios being high enough, group size being small enough, a very clear explicit focus on children's developmental needs, the ability of the program to link up with health and nutrition and social services, and, perhaps most important, to work successfully and collaboratively with parents.

The Committee on Economic Development, as Mr. Doyle mentioned, has estimated that the return from investment in Head Start is around $6 for every dollar invested. Other estimates come out in quite similar ways. But I think we are really kidding ourselves if we think that we are going to get the same cost-effective results from programs that are diluted from the programs that were studied and gave those results.

The Perry Preschool program, the program studied by the Consortium for Longitudinal Studies, were the ones that showed those startling long-term effects of Head Start. The Perry Preschool program and those others are estimated to cost about $5,500 in 1989 dollars per child per year. Now, it is hard to imagine that you could get the same results with a program that costs $2,500 per child per year. So, I think we just have to keep that constantly in mind.

As Senator Dodd said in his opening statement, if we skimp, it will not work. It is true of Head Start. It is true of prenatal care. It is true of every program where we try to reach people who are faced with an extraordinary number of strikes against them. If we skimp, it does not work. If we do not do it first class, it will not work.

The second principle that I think applies from these other programs to Head Start is that program effectiveness seems to require local flexibility to assure that the program really reflects the needs of the local community. Of the many programs that I looked at that were successful, very few were national in scope. Head Start was the most important exception.

I believe that one of the reasons it was an exception is that it allowed for local flexibility.

Federal standards, Federal funding and a lot of room for the local community to shape and own that program. I think to continue that kind of flexibility is absolutely essential, whether it means allowing local programs the option of providing full day services or adding supplementary services such as adult literacy or the leeway to include families with infants and toddlers.

I think that the problem of embedding the Head Start program into the local community has become even more important in the 25 years of Head Start operation. In those 25 years poverty has become more concentrated. Poor people in the inner city and in many rural areas have become more isolated. People are struggling to find the institutions that can help strengthen those communities and those families. Head Start is one of those institutions, but it really has to belong to the community in order to serve that function.

Third, program effectiveness means starting early. The risk factors of later damaging outcomes that have been successfully attacked by Head Start include untreated childhood health problems, lack of language and reasoning and coping skills at school entry, and failure to develop a trusting relationship with reliable and protective adults early in life. Now, a lot of those have their roots earlier than age four.

If we think about Head Start, and a lot of us have been talking about that, that Head Start really is a way of providing family support, providing the kind of support to families that they used to get from extended families. You think about Head Start that way. It is hard to imagine how some of these very depleted families in communities of concentrated poverty are going to really only need that kind of support for a single year in their child's life.

How early is early? The social capital that kids need to succeed at school—social capital *is James* Comer's phrase—that social capital begins to be built up very early in life. It begins with knowing

that you live in an orderly world. When I cry, I will be picked up. That tells you not only that you are loved. It also tells you something about cause and effect, now and later, trust. It teaches you a lot.

I think the experts agree that some of that cannot be taught much later, much later than four, maybe five. Therefore, it seems to me that at least we know enough that we should be giving local programs the option of including kids from zero to three.

I think this committee has an extraordinary opportunity to make sure that Head Start programs of the highest quality will reach all the children that we know can benefit from them.

I wish you well in that task.

Senator DODD. Thank you very much, Ms. Schorr.

Without objection, your written statement will be inserted into the record.

[The prepared statement of Ms. Schorr follows:]

## PREPARED STATEMENT OF LISBETH B. SCHORR

In 1990, after 25 years of experience with Head Start, the President and the nation's governors have joined child development experts, educators, child advocates, and big business in identifying Head Start as critical to assuring that every child will enter school ready to learn. Justifiably, Head Start has come to be almost universally recognized as an essential building block in efforts to improve long-term outcomes for disadvantaged children -- and thereby to realize the hopes of every American who years to live in a society in which all of us can prosper, in which every child has the chance to succeed.

Although I was tangentially involved when Head Start was launched in the mid-Sixties, my credentials to discuss with you the reauthorization of Head Start come primarily out of my recent seven-year study of interventions that have achieved documented successes in changing outcomes for disadvantaged children. From the results of that study (published in my book, Within Our Reach: Breaking the Cycle of Disadvantage), I can tell you that

if the nation's hopes for Head Start as an effective intervention to help break the cycle of disadvantage are to be realized, we must attend not only to the numbers of eligible children who will have the Head Start experience, but we must attend very carefully to the nature of that experience.

## Study of Effective Programs

When I began my search for effective programs in the early 1980s, it was in a climate of grave doubt about the efficacy of any kind of social action. I suspected that this sense of societal helplessness might be unwarranted, and spent the next several years searching out what we actually knew -- from both research and practical experience -- about strengthening families and helping children. I looked particularly for what we knew that could lead to reduced rates of school failure, teenage pregnancy, and adolescent violence.

I found an astonishing array of programs that have reduced damaging outcomes or their antecedent risk factors among seriously disadvantaged children and families. The drama of these programs lies not in the stories of extraordinary youngsters who have triumphed over adversity and <u>beaten</u> the odds. The drama is in the evidence that society can <u>change</u> the odds for millions of ordinary children who are growing up in circumstances that put them at great risk of never becoming healthy and productive adults.

## Attributes of Effective Programs

I visited programs around the nation providing preschool education and child care, prenatal care, child health services, home visiting, and family support. From the information I was able to gather, it became abundantly clear that the canard that in the world of social programs "nothing works," is in fact a canard, a myth that cannot be maintained in the face of the research and experience now at hand.

We now know not only that there are programs that work, but we now also know a lot about how they work. Programs that succeed in changing the life trajectories of disadvantaged children (whether they are under health, education, or social service auspices) share several common attributes. The presence or absence of these attributes seems to go far in explaining both success and failure of many diverse efforts to intervene with youngsters at risk of school failure and other damaging outcomes.

1. Successful programs are comprehensive and intensive. They provide directly or offer a way in to a wide array of services, delivered flexibly and coherently. They respond to the needs of families at times and places that make sense to the family -- often in homes and neighborhoods rather than distant offices. In successful programs no one says, "This may be what you need, but helping you get it is not part of my job or outside our agency's jurisdiction." This stance requires, of course, active collaboration across professional and bureaucratic boundaries, a high degree of flexibility, and continuing program modifications in response to changing needs over time.

2. Successful programs tend to start early. A rich body of research now shows that interventions applied early in the life cycle are most effective and most economical in improving the prospects of disadvantaged children.

3. Successful programs deal with the child as part of a family, and the family as part of a neighborhood and community. Most take a two-generational approach (some find they work with

three generations), all work in active collaboration with parents, and all have deep roots in the community.

4. In successful programs staff have the time, training, and skills necessary to build relationships of trust and respect with children and families. Staff say they work in a setting that allows them to develop meaningful one-to-one relationships, and to provide services respectfully, ungrudgingly, and collaboratively. Many also say that smallness of scale at the point of service delivery is crucial to maintain a climate where flexibility and informality can flourish.

5. Successful programs design their services and procedures to fit the distinctive needs of those at greatest risk. They persevere in their efforts to reach the hard-to-reach, and recognize that the quality of services is an essential component of their effectiveness in changing outcomes in a disadvantaged population.

## Head Start as an Effective Preschool Program

Every one of the attributes of successful programs identified in my study, and in the work of others who have done similar syntheses, is built into the Head Start concept. In the main, and sometimes with great difficulty, these attributes have been retained in the operation of Head Start programs around the nation over the years.

The basic Head Start model has proved to be sound. When three-to-five year old children are systematically helped to think, reason and speak clearly; when they are provided hot meals, health care, and other services and supports; when their families become partners in their children's learning, are helped toward self-sufficiency, and gain greater confidence as parents and as contributing members of the community, the results are measurable and dramatic. High-quality preschool programs that followed their 3 and 4 year old participants into adulthood found

that they included fewer dropouts, fewer delinquents, fewer teenage mothers, and fewer youngsters without jobs.

The developmentally oriented care and education, and the health, nutrition, social services and parent support provided by these programs have prevented many of the educational handicaps associated with growing up in poverty. Children who have attended quality early childhood programs develop social and academic competencies later reflected in increased school success. They "enter school healthier, better fed and with parents who are better equipped to support their educational development."

Implications for Head Start Re-authorization

As you consider the expansion, extension, and wider implementation of Head Start, information gleaned from studies of a wide variety of effective programs provides a solid knowledge base on which to build. The following principles emerge from this knowledge base:

1. Program effectiveness is dependent on high quality.

Whether Head Start will improve the odds of success at school and in life for its child participants will depend on a well-trained, stable staff, on the program's staff/child ratios being high enough and group size being small enough, and on the program's ability to focus on children's developmental needs, to link up with health, nutrition, and social services, and to work

successfully with parents.

The cost-effectiveness of Head Start and other preschool programs is estimated to return anywhere from three to six dollars for every dollar invested. I think those are solid numbers. But we are deluding ourselves if we think that significantly diluted programs will achieve the same outcomes as the many high quality programs which have documented such fine long-term results. Expenditures of $2500 annually per child will not result in the same outcomes as the Perry Preschool program, which was estimated to cost $5500 a year (in current dollars), or as the other programs whose encouraging long term results were assembled by the researchers of the Consortium for Longitudinal Studies and others.

2. Program effectiveness requires local flexibility to assure that programs are firmly embedded in local communities.

Of the many diverse interventions that have demonstrated documented successes with disadvantaged children in the last twenty years, very few are national in scope. Head Start is the most significant exception. An important reason has been its combination of federal leadership and standards, continuity in funding, along with ample room for local flexibility. Successful programs are owned and shaped by local communities, and the Head Start model allows -- indeed encourages -- local variation. It must continue to do so, whether that means allowing local programs the option of providing full-day services

for the children of parents who are in school or job training or at work, of adding such supplementary services as adult literacy programs, or the leeway to include families with infants and toddlers in the program.

Making Head Start available to all eligible children has become more important than ever before as a result of the damaging effects of increasing rates of poverty, and as a result of the destruction caused by pervasive street drugs and the ever increasing concentration of poverty and social isolation. No one disputes the importance of strengthening the institutions that serve areas of concentrated poverty. No one disputes that Head Start is one of the institutions around which communities can organize, to strengthen families as well as neighborhoods.

3. Program effectiveness means starting early.

The youngsters who become pregnant or delinquent or drop out have already been in trouble for many years, and many of the troubles that surface in adolescence can be predicted from poor school performance and truancy as early as third or fourth grade. We also know that trouble in elementary school correlates with a number of early antecedent risk factors, including

being born unwanted or to a teenage mother,

low weight at birth,

untreated health problems,

lack of language, reasoning, & coping skills at school entry, and

failure to develop trusting relationships with reliable and protective adults early in life

Every one of these risk factors has been successfully attacked by some set of interventions we know how to provide. Head Start has been instrumental in directly reducing the incidence of the last three (untreated health problems, lack of adequate preparation for school, and lack of sturdy relationships with reliable adults). The precise mechanisms within Head Start that account for improved outcomes are not altogether clear, though there seems to be agreement on several key factors: good Head Start programs make appropriate health, nutrition and social services more accessible during the crucial early years, through their work with parents they leave children with a long-term supporter of their education at home, and they help to make up for some gaps in early psychological, social, and cognitive preparation for school experienced by high risk youngsters.

4. If early intervention is most effective, how early is early, and how long should it last?

In view of the increased concentration of poverty and social dislocation in many urban areas, and the unprecedented needs of families for the services and supports provided by Head Start, it is hard to justify limiting eligible youngsters and families to a single year of Head Start, or to set arbitrary age minimums. Everyone knows that since the inception of Head Start, employment among mothers of infants and toddlers has skyrocketed. Less well known is that Head Start's Parent and Child Centers have proven highly effective in providing younger children with

developmentally oriented care and education, with health and other services, and with effective supports for their families. We must build on these successes. At the very least, local programs should have the option -- if not the mandate -- to include infants and toddlers and their families in Head Start.

In most communities, Head Start is likely to be the single best avenue to obtaining the health services and nutrition that is critical to development before age 3. Equally important, Head Start can provide some of the "social capital" required to succeed in school and in life. The infants and toddlers whose early home life doesn't allow them to learn "When I cry I will be picked up," are not learning the essential preschool basics of cause and effect, now and later, trust and reciprocity. These are indispensable building blocks of learning that must be in place very early. Many children can acquire this social capital at home. Others are unlikely to get it except through the well-designed interventions that Head Start can provide -- to young children directly and by working closely with families.

## Conclusion

The time is ripe for the federal government once more to exercise vigorous leadership to assure that all eligible families will be able to benefit from high quality, effective Head Start programs. The widespread new awareness of the nation's urgent domestic problems, and of Head Start's contribution to solving those problems, will provide the needed political support for

for expanding and strengthening the program.

The business community is alarmed about the shrinking pool of youngsters with the skills to operate in today's high-tech economy. Ordinary citizens fear the rising costs of violence, drugs, dependency, and alienation. As I travel around the country I sense a new readiness to think more broadly and more conceptually about these issues, to understand that teenage pregnancy and school failure and adolescent violence and drug using or dealing don't occur in isolation, and therefore cannot be prevented through single-prong, one shot interventions, but require preventive interventions from the earliest years, with continuing action to maintain hard-won gains.

At we begin the 1990s we are clearly at an extraordinary time in human history. Freedom is sweeping Eastern Europe, the Berlin Wall has fallen, the Cold War has ended. We must seize on this precious moment, on the new mood of possibility in the world, and invest in a new kind of national security, by improving the conditions of America's children and families -- surely the most valuable infrastructure we have.

It has been hard, in the 80s, to think boldly. We have learned to think small, to argue about "chump change". But now we know that some of our most urgent problems can't be solved by fiddling at the margins.

The time has come for Head Start programs of high quality to reach all eligible children, and you are well on your way to making that happen.

Of course Head Start can't do everything that needs to be done to improve the prospects of disadvantaged children, and I don't have the answers for how all that needs to be done -- through expanded health and social services and reformed schooling -- can be put together. None of us know precisely how to sort out the roles of public and private agencies, schools, health programs, business, private philanthropy or the various levels of government.

I do know that we have the elements of successful programs to build on, but that we can't do it at bargain basement prices, and that we can't do it overnight.

I also know that we can be certain that if it's done well, it will make a difference in the life of this nation.

Now that we have such wide agreement about the high stakes, now that we have so much of the knowledge we need, it is leaders like you on this Committee that can make it happen. You can go far toward assuring that the most excellent services the nation can provide will reach all the children and families who need them most. Then we stand a real chance of going into the next century as one nation, indivisible, not two nations ever more polarized between the haves and have-nots. And the children growing up without hope today will have the opportunity to become full participants in a thriving America of tomorrow.

Senator DODD. I meant to mention this earlier, but your book, Within Our Reach: Breaking the Cycle of Disadvantage, is a terrific work. They deserve a great deal of credit for that. The fact that you include Head Start as one of those programs that works——

Ms. SCHORR. One of the shining programs, even among all those shining programs.

Senator DODD. The book is great work.

I know, Frank, you have got to move along. Let me ask you a question. I will quickly turn to my colleague to see if she has any questions for you as well. Then we can chat with Sister Barbara.

I just want you to pick up, if you would, on the last set of comments about the debate, quality versus size. Obviously, we want to reach more children if we can. But from your perspective, a private sector perspective, looking at that debate, looking at that population at risk, realizing there are some benefits, I suppose, that a person could get, but I still adhere to the point I made and that Ms. Schorr emphasized. That is that skimping is not going to do it. Where do you come out on that debate?

Mr. DOYLE. I come out perhaps even more aggressively than your legislation suggests in that case, Senator. I think that the findings that we both see as an employer and also the CED says that you really have to attack it at all points in the life cycle. The shortage of skilled people in the United States as we go into the next century is going to be so acute that the health of our economy and our ability to sustain living standard leadership in the world is going to require us to look at, starting with prenatal care, I think anything short of full support for Head Start programs through and including the 5-year-olds who are not in kindergarten, no overlap, but filling the gap, is absolutely essential.

You can take the argument all the way up through the secondary school systems where we also have to continue to invest, and our universities.

Senator DODD. It is better to have quality than expansion, if you are going to make a choice between the two?

Mr. DOYLE. If I had to make a choice between the two, I would say that the risk of having expansion without quality is that we will later judge the program to have failed and it will not have been a fair test. So, we would rather see—we think that the overwhelming economic consequences of a good quality program can be so persuasive that we would rather have the good quality, demonstrate the effect, and then I think the society will find a way to fund it on a broader basis.

Senator DODD. Senator Kassebaum?

Senator KASSEBAUM. Briefly, maybe one of the strengths of Head Start has been that it has been voluntary. So, when we say all would participate, are we going to have to make it mandatory?

Mr. DOYLE. I do not think so, Senator. I agree with you, I think that——

Senator KASSEBAUM. If it is available, though, easily available——

Mr. DOYLE. Easily available.

Senator KASSEBAUM. That includes transportation in many areas.

Mr. DOYLE. I do believe very strongly in maintaining the voluntary nature. But to your point, I think it has to be voluntary and

meaningfully available. It does include transportation. And there has to be good quality when people get there.

Senator KASSEBAUM. I share your enthusiasm for what you are saying.

Do you know the full price tag?

Mr. DOYLE. No, I do not, Senator.

Senator KASSEBAUM. I believe it is estimated by 1994 to be about $8 billion.

Mr. DOYLE. Yes, that is the number I have heard. CED did not calculate that, but those are numbers that would be consistent.

We have made an enormous investment over the years in programs that are built around the assumption that we have far too many people and not enough jobs. I think if we go back and rigorously reexamine all those programs, we may begin to develop the basis for some fund shifting to this end. And that is what we can get optimistic about, but it is a severe skilled labor shortage problem.

One of the things that we see is the potential tragedy of a terrible labor shortage for skilled people and at the same time very high unemployment rates among the unskilled.

Senator DODD. I think your point on that was so well taken.

Senator KASSEBAUM. Thank you.

Senator DODD. Your point about fighting the wars of the nineties based on the assumptions of the seventies is so accurate. It is one of the problems, just recognizing it. I wish I could come up with some legislation that could maybe turn the demographics around, but I do not know how you do that.

What I know is that you have to deal with what you have in front of you. Tragically, we are watching the explosion of single parent families. Or we are talking about two income earners on the mistaken notion, this concept—I do not know where people get it from—that we are talking about yuppies in these cases driving around in two Volvos. Two out of every three women in the work force are either the sole providers of families—and these numbers are getting larger all the time—or have husbands that are earning less than $12,000 a year. Now, I do not know what your standard of yuppie is, but that does not fit in my description of one.

The pressures on these families are just overwhelming. So, I think your point about wishful thinking is well taken. What the average American family looks like anymore is beyond me. I do not know what it is anymore. I do not know if there is any such thing anymore—or maybe if there is one, I do not think we necessarily like what it looks like.

Mr. DOYLE. I do think we should rigorously needs test all the programs.

Senator DODD. Yes.

Mr. DOYLE. I think that you and I are in agreement on that.

Senator DODD. Absolutely.

You want to get going, Frank. We will not hold you.

Mr. DOYLE. I appreciate the courtesy very much.

Senator DODD. I cannot keep a constituent away from Connecticut.

Mr. DOYLE. Thank you very much.

Senator DODD. Sister, Senator Pell had a very important meeting in his office and apologizes for not being here. He asked me to ask you just a couple of questions about teacher salaries, which you alluded to already.

The average teacher salary at Providence Head Start is about $11,000, a little in excess of that. I wonder if you could describe the effect of that very low salary on your ability to recruit and retain staff. You mentioned losing your nutritionist.

Sister MCMICHAEL. Right.

Senator DODD. Could you tell us what factors determine the salary paid to the Providence Head Start teachers, including whether cost of living in each community affects the salary given?

Sister MCMICHAEL. First of all, that figure is the average salary of everyone that works in the program. I took the weekly payroll. Senator Pell asked me what the average wage was. And I multiplied it by 52, and I divided it by the number of employees. That is where that figure came. It does not apply just to teachers. It includes the family workers, the administrator, everyone in the program. So, that is where that figure comes from. So, maybe I misunderstood when he asked. I did not know it just meant teachers.

Senator DODD. What would the teacher make?

Sister MCMICHAEL. The teacher, the beginning salary in Providence for a teacher with a bachelor's degree, I hope I am correct now, but I did look at it in September anyway, is almost $19,000, over $19,000.

Senator DODD. For a Head Start teacher?

Sister MCMICHAEL. No, in the public school. And ours, well, it is about 11, it might be 12. They do not all get the same because some have been there for 18 years. And then some were just hired in September.

The beginning wage for a teacher in our program is $9 an hour, but they only work for 43 weeks. They are not paid during the summer.

Senator DODD. Do you know what you get for delivering Domino pizzas by the hour?

Sister MCMICHAEL. No, but I am sure that some of the teaching that are teaching in our program know.

Senator DODD. I will tell you what it is. It is $10 an hour.

Sister MCMICHAEL. Is that right?

Senator DODD. That is New London, Connecticut.

Ms. SCHORR. If I could just add something to this discussion, it seems to me that the salary question is so important because of the needs of young children for continuity in their lives.

Senator DODD. I was going to ask you that. I would like to hear you make the case for that, if you could, the importance of salary in terms of stability.

Ms. SCHORR. The low salaries are one explanation for the enormous amount of turnover.

Senator DODD. Why is turnover so important? If kids are only going to be there a year, maximum 2, and if the teacher is there for 1 or 2 years, why is it important that she stay for 5 or 6?

Ms. SCHORR. Because continuity is terribly important in the lives of kids, especially kids who do not get it elsewhere. Kids who may be living in a fragmented family, where there are people coming

through who take care of them one day and do not take care of them the next, the kids who are most at risk, they are the ones who really are going to be helped. If they have for a year or two or maybe even 3 a relationship with an adult whom they trust and from whom they get a sense of being cared for and valued, that can come from home, obviously, and does for most of us. But it can also come from the Head Start program and does for many of the children.

Sister MCMICHAEL. May I answer that, why is the turnover important when they are only there for 1 or 2 years? Well, first of all, experience is very important. So, someone comes in and they get the experience, and they stay 2 or 3 years. Then the person that replaces that person has no experience. We usually get them right out of college. By the time they become really competent, they leave.

I do not mean that they have the same children, but someone who has had three years, for example, certainly does, or should anyway, do a better job than someone who, even though they have had book learning and perhaps some practice teaching, they are not a seasoned teacher.

Senator DODD. There are some differences, for example, the difference between teaching, say, a 5 year old or a 6 year old or a 7 year old, between that experience and the early childhood development training that is necessary with a 3 or a 4 year old is substantially different in many ways.

Sister MCMICHAEL. That is right.

Senator DODD. I think maybe some of that distinction is lost at times. The training skills are really necessary as well as on the job experience. You can learn some things. While you may have a good college background and you can have some good teacher training, the specific and the unique needs of that early childhood development experience are important.

Sister MCMICHAEL. And it takes a little while to absorb the philosophy of Head Start and attitudes and living out the philosophy and involving the parents and dealing with them. That is a skill that I do not think they get in college. I think they get it from the experience of actually working in the program.

Senator DODD. Thank you very much, Sister Barbara.

Senator Kassebaum?

Senator KASSEBAUM. Sister Barbara, I would like to ask you if you have noticed a change over the period of time that you have been involved, a change in the parents' participation. One of the directors of a Head Start program at home, who has been involved about as long as you have, told me she noticed that parental participation is not what it used to be in the early days.

Sister MCMICHAEL. Absolutely. It is much, much harder to get the parents involved, simply because their problems are much more overwhelming. It just means that you have to work an awful lot harder. I do not mean I do, but the workers. And you have to realize that you are not going to get 100 percent and you are not going to get the high percentage that you did. It is much harder, you have to admit that.

Senator KASSEBAUM. In the early directives of the program, was there a requirement that parents had to participate?

Sister MCMICHAEL. No. There never has been, to my knowledge there has not been in the 20 years I have been there, because then the child whose parent did not participate would be the loser. And most likely, that would be the child that needs the program the most.

Senator KASSEBAUM. Just a practical matter, let me ask you this. If you had twice as much funding next year as you have now, could you use it? Could you absorb a large increase?

Sister MCMICHAEL. Well, certainly, if it were earmarked for salaries and fringe benefits. Let me tell you right now that I have no idea how I am going to pay for the health insurance when the increase comes. We are already running a $67,000 deficit in health benefits. So, I think we could.

Senator DODD. You could use the money.

Sister MCMICHAEL. Yes.

Senator KASSEBAUM. I know you have to leave.

Senator DODD. Yes. I apologize. I am being called to the floor for a matter that I have to be involved in the debate on. Senator Kassebaum has very graciously agreed to stay with the rest of you and the panel that follows. Let me just thank you for your testimony.

The panel that is coming, I have been over much of the testimony. I apologize for not being here to receive it, but we have made a good start today with this hearing. We are looking forward to a very positive and constructive relationship with the administration as we go for the reauthorization of this program.

We are not debating the need for it. We are talking about how we can make it work better. That is the best kind of debate to have.

I thank you for your help. Sister Barbara, we commend you for your years of dedication to this fine program. You are one of the reasons, and people like you all across this country, why we are not debating whether or not we ought to have a Head Start program. I know every one of my colleagues in the Congress thanks you.

Sister MCMICHAEL. Thank you very much. I want to thank you for all the support that you have given and also Senator Pell. I am sure there are others but I just happen to know that firsthand.

I can remember one day when there was going to be a cut in Head Start. On Mother's Day a group of parents went down to his office, and he came out of his home, wherever he was, down to meet them to assure them that he was going to do whatever he could to assure that we did get the full funding for that year. I do not remember what year it was, but I do know it was Mother's Day.

Senator DODD. I will tell him you said that when I see him over on the floor.

Sister MCMICHAEL. All right.

Senator KASSEBAUM. [presiding.] I would just like to ask Ms. Schorr briefly, because I so agree with what you said regarding the community, that it must belong to the community. I know how you strongly believe in coordination and that these efforts must be supportive of each other. Do you think it works to use Head Start as a center for literacy and as a center for a job training, not job training so much as a resource for a job program?

Ms. SCHORR. I think there is a lot of evidence that Head Start, first of all, has coordinated what it has been mandated to coordinate, the health and social service and nutrition, much better than almost any other model that we have got.

Now, whether you could also add on quite a few other components I think really depends on the local community. At least until we have more experience with that, it seems to me one of the ways one could go about it is to say that the Federal Government would support with both funds and technical assistance the adding of several other components, if a community decided that that was what it wanted to do. I would think that it would be very difficult to tell a community that felt it did not have a literacy problem or that felt that some other agency was really dealing with that very well or already felt overwhelmed. I think it might be very difficult to get them to take on yet another task.

Another community, that is exactly what they have been trying to do and there is a felt need, then I think they should get all the help they could get, both in terms of technical assistance and how to do it, how to make it work, and with funding.

Senator KASSEBAUM. Would you agree with that, Sister Barbara?

Sister MCMICHAEL. Yes. What I would like to say, I would like to add something. When we take our training money, one of the stipulations is that unless you have—I do not know the exact number, but it is an extraordinary number of children in your program, certainly more than 872. Out of that training money you cannot pay training a coordinator. And if we are going to have a center for literacy, then we have to have the money to pay someone to coordinate it and we cannot be relying on volunteers to do the teaching after they have been in school teaching or whatever they are doing. We really have to have the personnel to do it correctly, in my opinion.

Senator KASSEBAUM. We have kept everybody far too long. I know that you have many things to do. We are all very apologetic that it has taken so long. Thank you so much. It has certainly been informative and important testimony.

Ms. SCHORR. Thank you.

Sister MCMICHAEL. Thank you very much.

Senator KASSEBAUM. Next is a panel, Ms. Darlene Wise and Ms. Lula Malone, Mr. Stephen Juan King, and Ms. Eugenia Boggus.

I very much appreciate your patience. This is certainly not a case of the last being least, and apologies for all that has taken place this afternoon. But I know you are here because you care a great deal about Head Start. Certainly from the testimony and from the questions you have heard, we do too. Perhaps we will just go down the line.

First let me say in introducing Ms. Boggus that she is the President of the National Head Start Association. It is a pleasure to welcome you, Ms. Boggus.

Ms. BOGGUS. Thank you, Senator.

Senator KASSEBAUM. My apologies for my voice. I do not always sound like this.

**STATEMENTS OF EUGENIA BOGGUS, PRESIDENT, NATIONAL HEAD START ASSOCIATION; DARLENE WISE, HEAD START PARENT, LINN GROVE, IA; LULA MALONE, HEAD START PARENT, SOUTH BEND, IN; AND STEPHEN JUAN KING, FORMER HEAD START STUDENT, GAINESVILLE, FL**

Ms. BOGGUS. Thank you, Senator. It is an honor and a pleasure for us to be here to testify in regard to Head Start's reauthorization during its 25th year.

I also would like to inform you that I brought our information specialist for the National Head Start Association, Mr. Don Boltz, with me.

When Head Start began, it offered low income children and parents the opportunity to enrich their lives to break the cycle of poverty. Today these families live in neighborhoods filled with drugs, alcoholism and crime. These are enormous obstacles to escaping the cycle of poverty. The challenges facing Head Start have increased since 1965, but strengthened with 25 years of experience and knowledge, Head Start today still offers the same hope and opportunity to America's neediest children.

Today I want to speak with you about the need to provide sufficient funding to expand Head Start to reach all eligible children and families and to support quality improvements to more effectively serve these families and children. Even the business community echoes our call to expand Head Start and to support real quality improvements. The business community also are concerned with the skills of their future workers and recognize that in order for a child to learn, they must have the experience of a quality preschool program.

Expansion must be accompanied by increased funding for existing services to support program quality. For many years Head Start programs have been forced to operate with inadequate funding that did not reflect the true cost of effective, comprehensive programs. This low cost-per-child funding now threatens to undermine program quality and decrease the comprehensive services to at-risk preschool children and their families.

This inadequate funding in Head Start is reflected in all areas of the components of the Head Start program, such as salaries, which everyone is talking about. Programs do not have the ability to pay decent competitive salaries, and it is making it increasingly difficult to recruit and retain qualified staff.

You talked about the study done by the Administration for Children, Youth and Families that shows that Head Start teachers earned less than $10,000 per year. Staff is forced to leave Head Start strictly because of the low salary issue. We also heard about the frequent staff turnover in Head Start and why children think they did something wrong because their teachers leave. They do not understand that these individuals have to make a decent wage, and they leave because the pay is just not high enough.

Some programs are forced to shorten the length of services that they provide in Head Start: fewer hours per day, fewer days per year. These reductions threaten to limit the impact of Head Start services and certainly reduce the program responsiveness to local needs.

We talked about trained staff. We know that trained staff are important indicators in any program. It is extremely critical that we have adequate staff within the Head Start programs. Within Head Start we do have one thing, we have one thing that money sure cannot buy, and that is that we have a lot of commitment and dedication. People sure do not stay there because of the high wages, but they have to move on because the wages just are not enough to meet their needs.

We have had to increase class sizes in order to reduce costs because of limited funding. We must consider one thing, these Head Start classes include handicapped children and children with other special needs. If we maintain Head Start's traditional small class size, that is essential for our program quality. But due to the enrollments that we have to meet, we do have to increase class size in order to reduce cost.

On transportation, limited funding has forced many programs to reduce or eliminate transportation services for children and families. Without such services, children of families who most need Head Start may be unable to participate. Additionally, limited funding for transportation sometimes forces programs to postpone necessary maintenance or replacement of old or inadequate vehicles.

A major reason that Head Start has been successful, and this is due to staff also, has been the dedicated coordinators that provide Head Start's comprehensive services. Sufficiently trained staff are crucial for the delivery of a full range of Head Start's competitive services.

On inappropriate facilities, we have programs and facilities that are not designed for use by children. In Mississippi, the Mississippi Head Start Directors Association has estimated that 25 percent of the facilities in that State should be replaced.

Overall, the problems confronting today's children and families are greater than ever before. Head Start programs must have the resources and staff to address these problems. So, we are urging this committee, because salaries are such a critical issue in Head Start today, we urge you to include a setaside for salaries. We are asking for $1.5 billion in additional funding for Head Start this year, with increases in each of the subsequent three years.

Our goals are to insure services to all children eligible for Head Start within the next four years, insure a quality program for Head Start children and families, and provide sufficient salaries and benefits to be able to recruit and retain quality staff. We are looking to this committee to provide us with the funding to meet these goals. We also support Senator Dodd's goal of expanding Head Start over the next four years so that all eligible children can participate.

We know that the success of Head Start has been due to its comprehensiveness and the variety of its programs and, most of all, the involvement of its parents. It is really hard for me to talk about Head Start without just sharing some of my experiences, because I am a former Head Start parent.

I got married at sixteen. I am the motion of seven children. I am now a single parent. I had four children before I could get the other two in, the one that need Head Start the most was a blind

child. He is fine now, but it took a long time to do that, to work with that. But that child did not get the opportunity to have a Head Start experience, and he is the child that most needed it. So, I know what Head Start does for children and I know what it does for me.

I know that without Head Start I would not have the courage to be sitting here today talking to you. It is a fine example of a staff relationship that we exemplify today myself. I am the president of that association, being a former Head Start parent, and have climbed from the very beginning of Head Start. I get the opportunity to work with some of the best minds in the country.

I would like to conclude by saying that the National Head Start Association would like to see every eligible child receive Head Start services in the next four years, to ensure that we retain a quality program for children and families, and to have a salary setaside to ensure that we can recruit and retain quality staff.

We recognize that the serious salary problem Head Start faces cannot be solved in a single year. We encourage this committee to make revisions to remedy this problem by 1994 by establishing a salary setaside sufficient to increase salaries by 10 percent per year above inflation. Such a provision would increase the salary the average Head Start teacher to approximately $14,000 is fiscal year 1991. The Head Start reauthorization bill introduced by Senator Dodd and Senator Kennedy provides us with a provision to help us reach these goals.

Thank you.

Senator KASSEBAUM. Thank you very much.

Without objection, your prepared statement will be inserted into the record.

[The prepared statement of Ms. Boggus follows:]

## PREPARED STATEMENT OF EUGENIA BOGGUS

It is an honor and a pleasure to come before you for testimony regarding Head Start's reauthorization during Head Start's twenty-fifth anniversary.

When Head Start began it offered low-income children and parents the opportunity to enrich their lives and break the cycle of poverty. Today, low income families today face enormous obstacles to escaping poverty. They live in neighborhoods marked by a disproportionate amount of alcoholism, drugs, and crime. The challenges facing Head Start have increased since 1965, but strengthened with twenty-five years of experience and knowledge, Head Start still offers the same hope and opportunity to America's neediest children and families.

Today I want to speak with you about the need to provide sufficient funding to expand Head Start to reach all eligible children and families and to support quality imporovements to more effectively serve these low-income children and families. Our call to expand Head Start and support quality improvements is echoed by the business community who are concerned about the skills of their future workers and who recognize that in order to be ready to learn in school, low-income young children need quality comprehensive, preschool programs.

Currently, only one-fifth of the eligible children can participate in Head Start. Only of eleven percent of the elgible children in Kentucy are currently served. Thirteen of the counties in Kentucky have no Head Start at all. There are only four Head Start programs in the entire state of Colorado, and the largest serves fewer than 200 children. We support Senator Dodd's goal of expanding Head Start over the next four years so every eligible child can partcipate.

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Expansion must be accompanied by increased funding for existing services to support program quality. For many years Head Start programs have been forced to operate with inadequate funding that does not reflect the true cost of effective, comprehensive programs. This low cost-per-child funding now threatens to undermine program quality and decrease the comprehensive services to at-risk pre-school children and their families. This inadequate funding in Head Start is reflecting in the following areas of program operation:

**Salaries**

The inability to pay decent, competetive salaries is making it increasingly difficult to recruit and retain trained qualified staff. A 1988 study by the Administration for Children, Youth, and Families revealed that 47% of Head Start teachers earned less than $10,000 per year. Qualified staff are often forced to leave Head Start in order to meet the needs of their own families.

Frequent staff turnover make children wonder if they did something wrong, when really the teacher needed a job that paid enough to help her own family get above the poverty level and that provided essential benefits such as health insurance.

**Adequate Staffing**

A major reason Head Start has been successful has been the dedicated coordinators who provide Head Start's comprehensive services. These coordinators make hundreds of phone calls and personal contacts to see that children get to medical and dental appointments and that these appointments cost the program as little as possible, that children get new shoes when the family can't afford them, that families get to counseling when it is needed, that

they get clothing and furniture when their homes are burned out, that parents learned basic medical care for a child with special needs, and that parents learn parenting skills. Sufficient, properly trained staff are crucial for the delivery of the full range of Head Start's comprehensive Services.

However, limited funding has forced many Head Start programs, even fairly large ones to combine or eliminate these positions to reduce costs. A recent analysis showed that 71% of Head Start programs nationwide had social service caseloads of greater than 60:1; 17% of Head Start grantees lacked a full-time Social Service Coordinator; 12% lacked a full-time Health Coordinator; and 18% lacked a full-time parent involvement coordinator.

**Class Size**

Many Head Start programs have been forced to increase class size in order to reduce costs. Considering that Head Start classes include handicapped children (13.3% in 1988) and children with other special needs, maintaining Head Start's traditional small class size is essential for program quality.

**Transportation**

Limited funding has forced many programs to reduce or eliminate transportion services for children and families. Without such services, children and families who most need Head Start may be unable to participate. Additionally, limited funding for transportation sometimes forces programs to postpone necessary maintenance or replacement of old or inadequate vehicles.

Some of the children who are in greatest need live in rural areas. Programs with limited funding sometimes cannot afford to bus these children into centers,

yet these children should be served. Certainly when these same children reach school age, the school will have to serve them. But by then, without Head Start services, these children may already be behind others in their school.

**Facilities**

Many Head Start programs operate in facilities that were not designed for use by children. These facilities may be inappropriate, inadequate, or in some instances even unsafe. The Mississippi Head Start Director's Association has estimated that 25% of the facilities in the state should be replaced. In addition, limited funding has caused some programs to close neighborhood centers, consolidating into larger central facilities distant from the low-income families to increase "effeciency."

**Length of Service**

Some programs have been forced by limited funding to shorten their service (fewer hours per day, fewer days per year). Such reductions threaten to limit the impact of Head Start services and certainly reduce the program responsiveness to local needs.

**Training**

Appropriately trained staff are important indicators of program quality and are essential for the delivery of Head Start services. Research has shown that trained teaching staff are essential to high quality early childhood programs. For this reason the Child Development Associate (CDA) Credential will soon be mandated for each Head Teacher in Head Start. However, training these staff members is costly. Additional ongoing training in necessary to assure

program quality. However, training funds and resources have not kept pace with program growth or inflation. and it has become increasingly difficult to maintain the high level of training once integral to Head Start.

Staff members other than teachers also need training. Head Start social workers traditionally have been people who knew the neighborhoods and who were good at making contracts. Now these workers face such problems as drug abuse, family violence, teen parents, etc. These workers need training to deal with these situations and to know when and where to refer others to professionals who can help.

Overall, the problems confronting today's children and families are greater than ever before, and Head Start programs must have the resources and staff to address those problems. However, the low salaries in Head Start today will make it increasingly difficult to recruit and retain staff with the needed skills. Without specific initiatives to improve salaries, children who most need the the comprehensive, high-quality preschool experience that Head Start can provide will suffer. The people who work for Head Start have never done so because of the high wages, but they must be paid living wages. Because salaries are such a critical issue in Head Start today, we urge you to include a "set-aside" for salaries.

We are asking for 1.5 billion dollars in additional funding for Head Start this year, with increases in each of the subsequent three years. Our goals are to 1) ensure services to all children eligible for Head Start within the next four years, 2) insure a quality program for Head Start children and families, and 3) provide sufficient

salaries and benefits to be able to recruit and retain quality staff. We are looking to this committee to provide us with the funding to meet these goals.

The success of Head Start has been due to its comprehensiveness, the variety of its program, and most of all, the involvement of its parents. It is hard for me to talk about head Start without sharing some of my own experiences. I am just one of many examples of how the Head Start program has helped children and their families. I married at 16, then had seven children. I had four children before I heard about Head Start. When my fifth child was four, I tried to get him into Head Start, but there were no slots. Even though he was blind, his name went on a long waiting list, and he never got into the program. There were no other complete, affordable, preschool programs available. I could not work because I had no place to leave my children, especially my son.

My last two children did attend head Start. There was a lot of difference between them and my older children. My first children went to school with no confidence, but the children who went to Head Start began school with confidence and expected to do well. I am proud to say that my youngest daughter is an all "A" Honor roll Student. Head Start provided sound, comprehensive services, which gave her a good beginning. It gave her feelings of success, increased her self-esteem, and made her thing she could succeed in competetive situations. She still faces challenges with confidence.

One reason quality staff are so important is because a relationship of trust and confidence must be built between staff and families if positive changes are to occur in a low-income home. Families have a lot of pride. They don't want to admit to problems in their homes. I still might not have been able to talk about my

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personal life if I had not established a confidential relationship with my child's teacher. She became my friend. All the other parents were her special friends, too. Building on that confidential relationship of trust and respect with that teacher, I was able to admit to problems and deal with them. Again, it was not a unique situation. I witnessed parent after parent come in with unadmitted problems. They would slowly build a close and confidential relationship with a teacher or social worker and the home situation would improve.

This close relationship led me to get involved with the Parent Committee which gave me the confidence I so badly needed. Gradually, skills and abilities that I was afraid to use surfaced without my even knowing it, and I went on to get an AA Degree in Child Development. It takes a special staff to encourage and support a single parent in getting a college degree while raising seven children. I was lucky that I had that consistent support, that quality staff.

Unfortunately, that is not always the case. Staff turnover is high at our centers. Some Head Start directors have told me that their teacher-turnover is fifty percent a year. It is impossible to provide a consistent, high-quality comprehensive early childhood education program when you have a high staff turnover rate.

I was a head Start parent, so I know the real value that Head Start can have for children and families. I have worked with my local program, and now, as President of the National Head Start Association, I have had the chance to travel and to meet people from many Head Start programs. Without Head Start, there is now way I could have done many of the things I have been able to do.

E. Boggus Testimony

In conclusion, the National Head Start Association would like to see every eligible child receive Head Start services within the next four years, to insure that we retain a quality program for children and families, and to have a salary set-aside to assure that we can recruit and retain quality staff. We recognize that the serious salary problem Head Start faces cannot be solved in a single year. We encourage this committee to make provisions to remedy this problem by 1994 by establishing a salary set-aside sufficient to increase salaries by ten percent per year above inflation. Such a provision would increase the salary of the average Head Start teacher to approximately $14,000 in FY'91. The Head Start Reauthorization Bill introduced by Senator Dodd and Senator Kennedy provides us with the provision to help us reach these goals.

Senator KASSEBAUM. Ms. Wise is a Head Start parent from Iowa.

Ms. WISE. Senator, I am pleased to be here to testify before the committee that has supported the Head Start program through all the years.

I am Darlene Wise. I live in Linn Grove, IA. I am a single parent and a mother of 8 children.

In 1949 I graduated from high school and went to college for 1 year, majoring in elementary education. That was a time when you could still get a teacher's degree within 2 years. In my freshman year in college I met my knight in shining armor and was engaged and became married in the fall of 1950. I did not go back to college that fall. I had found my love, and my future looked rosy of being a wife and a mother.

I had been brought up that marriage was for better or worse, so never gave it a thought that it was not forever. After 12 years of marriage and eight children, my husband decided that he no longer wanted the responsibility of a family and left for what he thought must be greener pastures.

As we had never had much money, when he left I had to go on ADC. So I became a single parent of 8 children. With the help of my parents, I established a home near them in Linn Grove, IA, a town of about 200 people. Northwest Iowa is very rural. I live halfway between two towns of 10,000 population. It is 20 miles to either one and at least 75 miles to a town of 100,000. Therefore, services for families are a distance away. Taking care of eight children kept me very busy. I devoted my life to being a full-time mother.

I first became a Head Start parent when my youngest child was age four in 1967. My first knowledge of Head Start was presented to me by the Department of Human Services. They presented to me that I could get my child out of the house for a few hours a day. We lived 20 miles from the Head Start center, and I could not see my baby, the 4 year old, traveling 20 miles in the winter. Besides, he was my last one home and I really did not want to just get him out of my house. I did not send him in the fall when I was first approached.

In March, I was approached by a community action outreach worker. She told me of the good things it would do for my child. I did send him at that time. I became involved as a Head Start parent and volunteered in the classroom and at parent meetings. This is something that is expected of you if you have a child in Head Start.

In the fall there was an opening for a Head Start teacher's aide. I applied for the job and got it. It was the ideal job as I was home when my children went to school, and I was back home when my children would come home from school, and I did not have to work summers. The only drawback was that it did not have salary enough to raise 8 kids, so I still had to continue to receive ADC.

It was the first time that I had felt that I had talents that other people needed. I felt good about working and I really feel that I became a better parent as I felt better about myself.

I was a teacher's aide for six years. Then the teacher that I worked with left, and I became the Head Start teacher. When I was in Head Start, I took as many child development courses as I could find available in this area. I worked very hard in helping

children have successes and to gain a good self-image. I really felt that if a child left Head Start feeling good about himself as a person, he would be able to succeed in school and all future endeavors.

I worked as a Head Start teacher for 4 years. By this time my children were growing up and some had left home to build their lives.

The time had come that I needed a full-time job instead of the part-time job of Head Start. In the summer of 1978 the job of county outreach coordinator became available. This was a full-time job. I applied for the job and got it. I worked in the county outreach job for 10 years. There have been a lot of changes evolving into the community action world. Many changes were made becoming a larger and more complicated organization.

In March of 1989 I was offered the position of the outreach director to supervise eight counties that we serve with the Upper Des Moines Opportunity, Incorporated Community Action Agency. I did accept that job.

In many ways it has been a long time since I first became involved with Head Start and other ways it seems such a short time. My children are now all out on their own, spread halfway around the world. My oldest son lives in Germany. They have two sons, 15 and 12. The children have spoken both German and English fluently since the age of 6 and are able to interpret for me. They are both in accelerated classes.

My second son and wife and two daughters live in Oregon. The rest live within 80 miles of home. All of the children are fully employed except one daughter. She had been fully employed until her 3-year-old came down with leukemia 2 years ago. She did quit her job to take care of him. After a 3-year treatment, she plans to return to the work force.

I have five children married, one to be married this summer. Two are still single. I have eleven grandchildren, three who have participated in the Head Start program. I feel that all my children are successful, maybe not with big salaries, but every one of them is a homeowner. They are all active in their communities and seem to have happy, productive lives.

My many thanks to Head Start for being there at the time that it was. I feel that it really played a great deal in making me the person that I am today. Please make Head Start available to serve every child the way it was when I needed it.

I would like to take this opportunity to thank Senator Dodd, chairman of the committee, for his devotion to Head Start and the lead he has taken in child care in this community. I further would like to thank Senator Harkin for the support he has given for the salary setaside for Head Start staff in last year's appropriation. We in the State are so proud of him because he took valuable time out to come into our programs and to work in the outreach organization. He worked in our outreach office. He went with the weatherization crew and spent the day finding out what community action really was.

At that time I was in the outreach work myself, and he visited my office. We really could not believe it, but we were so pleased.

I also understand that he worked in a day care center to find out what early childhood teachers really do. I feel sure that his experience helped him support the Head Start and day care salaries, since he learned firsthand about the hard work that they do. We in the State are so very proud of him and bring to him our special thanks from the whole State.

Senator KASSEBAUM. Thank you.

Without objection, your written statement will be inserted into the record.

[The prepared statement of Ms. Wise follows:]

## PREPARED STATEMENT OF DARLENE WISE

Mr. Chairman, and other distinguished members. I am pleased to be here to testify before a committee that has supported Head Start throughout the years. I am Darlene Wise of Linn Grove, Iowa. I am a single parent and mother of 8 children.

In 1949 I graduated from High School and went to college that fall for one year, majoring in Elementary Education. This was the time when you could get a Teacher's certificate in 2 years. In my freshman year of college I met my knight in shining armor. We became engaged and were married in the fall of 1950. I did not go back to college that fall. I had found my love and my future looked rosy of being a wife and mother. I had been brought up that marriage was for better or worse, so never gave it a thought that it wasn't forever. After 12 years of marriage and 8 children, my husband decided that he no longer wanted the responsibility of a family and left for what he must have felt were greener pastures.

As we never had much money, when he left, I had to go on ADC. So I became a single parent of 8 children. With the help of my parents, I established a home near them in Linn Grove, Iowa, a town of about 200 people in Northwest Iowa. Northwest Iowa is very rural. I lived half way between two towns of 10,000 population. It is 20 miles to either one and at least 75 miles to a town of 100,000 population. Therefore, services for families are a distance away. Taking care of 8 children kept me very busy. I devoted my life to being a full time mother.

I first became involved with Head Start when my youngest child was age 4 in 1967. My first knowledge of Head Start was presented to me by the Dept. of Human Services. They presented it to me as I could get my child out of the house for a few hours a day. We lived 20 miles from the Head Start center and I could not see my baby (4 years old) going 20 miles in the winter. Besides, he was my last one home and I really didn't want to just get him out of the house. I did not send him in the fall when I was first approached.

In March, I was approached by a Community Action Outreach Worker. She told me of the good things it would do for my child. I did send him at that time. I became involved as a Head Start parent and volunteered in the classroom and at parent meetings. This is something that is expected of you if you have a child in Head Start.

In the fall there was an opening for a Head Start Teacher's Aide. I applied for the job and did get it. It was the ideal job as I was home when my children went to school and back home when they got home. I didn't have to work summers. The only draw back was that it didn't have salary enough to raise 8 kids, so I had to continue to receive some ADC.

It was the first time that I had felt that I had talents that other people needed. I felt good about working and really feel I became a better parent as I felt better about myself.

I was a Teacher's aide for 6 years. Then the Teacher that I worked with left and I became the Head Start Teacher. When I was in Head Start I took as many Child Development courses as I could find available in this area. I worked very hard at helping children have successes and to gain a good self image. I really felt that if a child left Head Start feeling good about himself as a person he would be able to be a success in school and in all future endeavors.

I worked as the Head Start Teacher for 4 years. By this time my children were growing up and some had left home to build their own lives.

Time had come that needed a full time job instead of the part time of Head Start. In the summer of 1978 the job of County Outreach Coordinator became available. This was a full time job. I applied for that job and got it. I worked in the County Outreach job for 10 years. There were a lot of changes evolving into the Community Action world. Many changes were made becoming a larger and more complicated organization.

In March of 1989 I was offered a promotion to the Outreach Director to supervise the 8 counties that we serve with the Upper Des Moines Opp., Inc. Community Action Agency. I did accept the promotion.

In may ways it has been a long time since I first became involved with Head Start and other ways it seems such a short time. My children are now all out on their own, spread half way around the world. My oldest son and family live in Germany. They have 2 sons, 15 & 12. The children have spoken both German & English fluently since the age of 6 and are able to interpret for me. They are both in accelerated classes.

The 2nd son and wife and 2 daughters live in Oregon. The rest live within 80 miles of home. All of the children are fully employed except one daughter. She had been fully employed until her 3 yr. old came down with leukemia 2 years ago. She did quit her job to take care of him. After the 3 year treatment she plans on returning to the workforce.

I have 5 children married, 1 to be married this summer and 2 are still single. I have 11 grandchildren, 3 of whom have participated in the Head Start Program.

I feel that all the children are successful, maybe not with big salaries, but everyone is a homeowner. They are all active in their communities and seem to have happy, productive lives.

My many thanks to Head Start for being there at the time that it was. I feel that it really played a great deal in making me the person I am today. Please make sure Head Start serves every family and child as my family was served.

I want to take this opportunity to thank Senator Dodd, Chairman of this committee for his devotion to Head Start and the lead he has taken in child care in this country. I further want to thank my senator, Senator Harkin, for the support he gave to the salary set-aside for Head Start staff in last year's appropriation. We in the state are so proud of him because he took valuable time to not only come in to our program but to work as an outreach organizer to learn what we really are about. I was the supervisor of the outreach workers when he did this. We really couldn't believe it, but we were so pleased.

I also understand he worked in a day care center to find out what early childhood teachers really do. We feel sure this experience helped him support Head Start and day care salaries since he learned first-hand about the hard work they have to do. We in the state are so very proud of him and we bring to him our special thanks from the whole state.

Senator KASSEBAUM. Ms. Lula Malone is a Head Start parent from Indiana.

Ms. MALONE. Thank you for inviting me to testify on behalf of Head Start. I am Lula Malone. As you stated, I am a parent.

With me today is a parent from our program, Connie Lawson.

The following families have given their permission to use their name and testimony, that the transforming characteristics of Head Start models have actually made a difference in their own personal lives and their family situation:

I am a 37-year-old mother of 5 children. I became pregnant at the age of 16. I dropped out of school with a ninth grade education. I had taken on the hardest job in the world. I had become a mother and a wife with little education and no training. At the age of 18 I had my second child. Eleven months later I had a third child. I felt a sense of despair, with little self-esteem. Was there any hope out of the situation I was in? I thought my life was without meaning. One day I heard there was a Head Start class down the street, at a time when I had lost all hope of ever being anything but an outcast.

Head Start gave me new hope. I learned that I was not the only young mother or dropout. I started putting time in at the class. The teacher would give me work to do with the children. I remember picking up a book to read to the children and the fear I felt. I realized that I needed Head Start. Head Start inspired to get my GED. I began to feel like there was not anything that I could not do if I put my mind to it. I went on to a technical school. There I took typing and accounting. But that was not my lifetime dream. I wanted to work helping people in the medical field. I pursued a job at a local lab. There I became a lab technician.

Head Start has given me the self-confidence I needed. Head Start has also given this to my five children. My oldest son is in the United States Army. The 17 and 18 year olds will finish high school in June. My 13 year old is doing very well in the eighth grade. The youngest, age seven, is in first grade doing second grade work at an accelerated rate. This is living proof that Head Start really works.

This is my testimony. I am submitting this letter from his teacher. His name is Aaron. Aaron's progress has been at a level which he established for himself based on his prior experience. There appears to be a significant relationship between self-image and academic achievement. This is just part of the letter.

Eliza Boyd is currently a parent in our program. She credits the screening her child was given with the child having a healthier life, that she might not have had if it was not for Head Start. She credits Head Start for all of her nine children not wanting to miss a day of school all through public school experience. They felt so strongly about this that doctor and dentist appointments had to be made for them after school hours. One of her daughters is studying to be a doctor. This child also went through Head Start. One son entered the armed services to get the money to go to college. He surprised his superiors with his rapid raise in the ranks. Mrs. Boyd herself is grateful for what she learned from the children in the class. She enjoyed her experience so much that she helps to recruit

other parents so they can share the joy that she has felt. You feel good because of giving yourself, she says.

Head Start can be the gateway to an upward mobility for parents who started early with family responsibility, before they had adequate resources to take care of them. But without the necessary support system of child care, many parents cannot take advantage of the opportunities Head Start offers.

I am here to testify about the common denominator in all of these examples, a mutual appreciation of the wakening of buried potential which is needed. There are gold mines in the children and families which, if explored, are lying dormant but which, when activated by participating in the Head Start program, empowers not only their personal lives but enrich the community as well. The savings, not only economically, but socially which accrue from the preventive measures made possible by experiencing Head Start are sound investments in a future which benefit the entire society. Families appreciate Head Start providing the dental and medical services, the health and social competency screenings, and the cultural excursions which would otherwise be missed but, in the long run, will make for a healthier and happier society.

It is grossly unjust for four-fifths of our Nation's eligible children to be denied a Head Start experience. It breeds a future adult population which no society can afford to shoulder.

When you multiply these few examples I have given by the thousands across the Nation, I think you will agree that a kinder, gentler Nation will leave no stone unturned, nor no dollar unspent to appropriate the funds needed to give every eligible child a Head Start.

Thank you.

[Letter from Elaine Beeching follows:]

LETTER FROM R. ELAINE BEECHING, FIRST GRADE TEACHER

MARQUETTE SCHOOL, SOUTH BEND, IN

"Aaron is a very good student. He is very ready for first grade." This comment about my first grade student Aaron Malone was written on his Kindergarten report card but his teacher Nancy Donnelly.

Aaron's progress has continued at a level which he established for himself based on his prior experiences. These experiences began before he attended regular school. They began at home and were further developed in Head Start.

Schools have adopted traditional first grade programs at the Kindergarten level because what has been taught in the past in first grade, is now taught in second grade. If children have not experienced programs developmentally appropriate for their mental ability before being pushed into the academic arena, they may never succeed in traditional education. These developmentally appropriate programs are part of the head Start program.

Those of us in public school are constantly trying to find ways to involve more parents in their children's education. This start with parents, emphasizing their role as a partner with the classroom teacher in their child's life, is critical.

There appears to be a significant relationship between self image and academic achievement. If we are rushing children into academic situations for which they are not mentally ready, we are asking for failure at a very early age. Head Start programs instill self-esteem and provide children a sound base of experiences.

We must continue to provide for all children programs which start them on the road to becoming creative and critical thinkers. Head Start has done this.

Senator KASSEBAUM. Thank you very much, Ms. Malone.

Without objection, your statement will be inserted into the record.

[The prepared statement of Ms. Malone follows:]

PROJECT HEAD START OF ST. JOSEPH & ELKHART COUNTIES
*A Comprehensive Child Development Program*
1820 South Michigan Street • South Bend, Indiana 46613 • (219) 234-2150

## PREPARED STATEMENT OF LULA MALONE

March 1, 1990

Mr. Chairman and other distinguished members.

Thank you for inviting me to testify on behalf of Head Start. I am Lula Malone, a parent.

The comprehensive, inter-disciplinary approach to child development which has been the agenda for Project Head Start of St. Joseph and Elkhart Counties in South Bend, Indiana for the last 25 years has opened doors to new opportunities for many families whose socio-economic circumstances had smothered their potential for taking advantage of the resources which could better their lives.

Children growing up in families and neighborhoods where adult role models, too many times, have left negative examples, deserve to have not only a "Head Start" but a FRESH start for expectations of what they can become! In too many instances, the adults in the family have become weary of striving to survive because of the unexpected results of unrealistic expectations from instant gratification efforts. Too often, the let-down results in apathy and lethargy and becomes too overwhelming to face up to and handle. Then, these factors militate against consistency and stability. It soon becomes too easy to "throw in the towel" and not even take advantage of resources which could be beneficial. Not only is this devastating to the family, but it also fuels the social anomie which disintegrates the community..

This is where Head Start can help. The overall goal of Head Start to enable the child to increase his/her socail competence cannot succeed by focusing on the child alone. As the research points out, to the degree that the family becomes involved in the child's experience and reinforces at home what is happening in the Head Start Center, to that degree will the child's social competence and resultant readiness for the coming experience outside the home, be enhanced and adequate for his/her present and future needs.

The following families have given their permission to use their names and testimonies that the transforming characteristics of the Head Start Model have actually made a difference in their own personal lives and their family situations:

I am a 37 year old mother of five children. I became pregnant at the age of 16. I dropped out of school with a 9th grade education. I had taken on the hardest job in the WORLD. I had become a mother and wife with little education and no training. At the age of 18 years old I had my second child. Eleven months later I had a third child. I felt a sense of despair, with little self-esteem. Was there any hope out of the situation I was in? I thought my life was without meaning. One day I heard there was a Head Start class down the street at a time when I had lost all hope of ever being anything but an outcast.

Head Start gave me new hope. I learned that I wasn't the only young mother or drop out. I started putting time in at the class. The teacher would give me work to do with the children. I remember picking up a book to read to the children and the fear I felt. I realized that I needed Head Start. Head Start inspired me to get my G.E.D.. I began to feel like there wasn't anything that I couldn't do if I put my mind to it. I went on to a Technical School, there I took typing, and accounting. But that was not my life time dream. I wanted to work helping people in the medical field. I persued a job at a local lab. There I became a lab technician.

Head Start has given me the self-confidence I needed. Head Start has also given this to my five children. My oldest son is

in the U.S. Army. The 17 and 18 year olds will finish high school in June. My 13 year old is doing very well in the 8th grade. The youngest, age 7, is in the first grade doing second grade work. This is living proof that Head Start really works!

Lula Malone

## Other Former Parents

## Who Have Climbed the Career Ladder

Josie Fair Harmon, was a 1970 Head Start Teacher, then in 1977 she was employed at Housing Allowance. In 1978, she was employed with Allied, and in 1979 at Episcopal Day Care. In 1982, Josie opened her own day care. Josie states, "Head Start helped through resources, workshops, and training on how to deal with children."

Ernestine Stewart, a mother of nine and a grandmother of twelve. In 1965, she was a volunteer for the summer program, her daughter was in the program. In 1968 a son was in the program. In 1969, Ernestine was employed as a replacement during the summer. In 1970, she wrote essy, "Why I would like to go to college." Head Start paid summer psychology course. In Fall, enrolled in college. Did student teaching. In 1975, was a first grade teacher for S.B.C.S.C. In 1976, a kindergarten teacher in S.B.C.S.C. for four years. (Two taught as [illegible] assistant to Bilingual teacher, one year taught in 8th grade Learning Disabilities Choice) In 1980, received M.A. and in 1981, classes in Learning Disabilities. Ernestine states, "Starting to work with Head Start made me find my place. I always wanted to teach but just felt that I wasn't capable until I began to help in Head Start."

Pat Martin, was a volunteer in the summer program in 1965. In 1966, she was STEP assistant in Head Start program. In 1967, was a assistant Head Start teacher. Assisted in training teachers and assistants. In 1971, received a degree in Early Childhood Education, and in 1980, began her own day care. Pat states, "Head Start experience was very positive - a stepping stone which enabled me to climb higher."

Connie Granning, volunteered in Head Start as a parent in 1976, her child was in Pat Martin's room. She enjoyed volunteering so much she volunteered for another year. In 1978, she was offered a job by Head Start but she preferred to be available for her first grader. In 1982, she worked with Pat Martin at her day care. Connie states, "If I hadn't enjoyed being a volunteer, I wouldn't have wanted to be in day care now."

Dorothy Daniels, in 1969 a daughter was in Head Start, she volunteered to help. In 1970, she enrolled at I.U.S.B., and became an assistant teacher for Head Start. In 1971, became Assistant Education Coordinator for Head Start, and was employed by Niles School Corporation in 1973. In 1977, was a 4 C's Outreach Coordinator until 1980 when she started her own day care.

Ethel Middlebrook, in 1969 enrolled daughter in Head Start, she became a part time teacher for Head Start in 1970. In 1973, she was the Assistant Education Coordinator, and then promoted to Head Start Office Manager in 1974. In 1975, she became Personnel Coordinator, and graduated from I.U.S.B. Was employed in 1976 by Elkhart Community School as a teacher and in 1977 became director of 4 C's. Ethel states, "The flexibility of Head Start gave me the opportunity to finish my schooling and the financial assistance plus the encouragement by staff enabled me to be where I am today."

Edna Dewuda, mother of nine, grandmother of eleven. All have graduated from high school (except youngest) and have gone to college - a total of 133 years of education among them. In 1965, was a parent volunteer while child was in program. In 1967-68, was among the first ten trainees in C.O.P., and in 1969 enrolled at Indiana State, she received her B.A. in 1975 and received her M.A. in Elementary Education in 1977. She was employed by S.B.C.S.C. in Choice Program.

Sue Smith, in 1967 was hired in as teacher. Was a team leader in C.O.P. Taught in Head Start for 8 years. Continued to go to college - 2 years on Anderson Campus during summer, 2 years on I.U. campus at Bloomington during summer. Was employed as a teacher at Logan School, and now owns her own day care. Sue states, "All I know about early childhood education I learned from Head Start. I wouldn't have been as successful if it hadn't been for Head Start. They knew what I needed."

Gere Parton, in 1965 became a volunteer for Head Start while she was in high school. In 1971, was employed as Volunteer Coordinator for Head Start and was promoted to Office Manager in 1972. In 1976, was promoted to Administration Assistant and 1981 left Head Start to become an All State Insurance agent.

Susie Davis, a former Head Start parent whose volunteer experience led her into being elected to serve as Policy Council chairperson. She says she has "3 living proofs" that Head Start provided an invaluable opportunity for her children to learn how to interact with children from various ethnic and cultural backgrounds which she believes made their public school experience much less of a shock than it could've been. She says the day care they attended before they entered Head Start "was nothing compared to Head Start." She wishes EVERY child could have a Head Start. Her oldest son who is a senior in high school plans to enter college in the fall. He has been very responsible in his job where he has worked for the last five years in the kitchen for retired priests at Notre Dame. His sister, a junior, who is also planning to attend college has worked in the kitchen as well. The third child is doing very well in school.

Eliza Boyd, presently a parent in our program who credits the lead screening her child was given, with that child having a healthier life that she might not have had if not for Head Start. She credits Head Start for all of her nine children not wanting to miss a day of school all through their public school experience. They felt so strongly about this that doctor and dentist appointments had to be made for after-school hours. One of her daughters is studying to be a doctor. One son who entered the Armed Services to get the money to go to college suprised his superiors with his rapid rise through the ranks. Mrs. Boyd herself is grateful for what she learned from the children in the class. She enjoyed her experience so much that she helped to recruit other parents so they could share the joy. She says, "You feel good because you give yourself."

My name is Myrtha Andrews. I am a 39 year old native of South Bend, Indiana. I left my mother's home when I was 16 years old to live with Alva Anglin Andrews, Jr., who later became my husband. Out of our union came four boys and one girl. Unfortunately, our marriage did not last and I was left to raise the children alone. I was introduced to Head Start through our daughter (our oldest child) and it changed my life forever.

When I would go to walk Sonia home, she would be excited and with glowing eyes, she chattered about what she was doing in her class. She begged me to come to her class, saying, "Parents can come to this school with us." So I went. I liked the atmosphere and what it was doing for my daughter. I didn't know it would also do something for me. I read stories to the children and I began going regularly.

I was elected to represent my daughter's class on the Policy Council, but what was momentous about 1970 was that Head Start had opened an Adult Basic Education Class which would help parents to get their G.E.D. They provided baby-sitting services and for two weeks I took all four babies (ages 6 months to four years) to the classes. It was too much, so I quit; but the teacher came to my home and encouraged me to go ahead and take the test on my own. She felt I was capable of passing the test. I took it and passed in July, 1970 with enough points to qualify for college, but with child rearing responsibilities, the reality of this did not sink in for four more years. I maintained my participation with Head Start because I had four more children to go through the program.

In 1969, I began writing poetry. I was never interested in writing before, but the frustration of a bad marriage, a houseful of babies and a life that seemed purposeless needed a mode of expression. Hence the poems. They came from nowhere. I usually wrote them in their entirety, when they did come. The staff at Head Start found out about them and I gave them permission to print them in the Head Start Parent Newsletter. They were also published in the State Head Start Newsletter. I was also invited to read some of them at a Head Start Volunteer Recognition Luncheon. Through Head Start, I was interviewed on T.V., was the subject of a newspaper article, was a panel member at a seminar at Notre Dame on the plight of the poor. It was there that I met a priest who later helped a friend of mine out of a life-threatening situation. Head Start also gave me the opportunity to spend a day at a seminar and have my picture taken with Gwendolyn Brooks, Poet Laureate of Illinois. She gave me a small booklet of some of her poems and also gave me a critique of mine.

Then, in July, 1974 I attended Indiana University of South Bend for the second summer session. Going to college and coming back to a disadvantaged lifestyle creates a "culture shock." It's like crossing a bridge between two worlds: one, a world of promises, goals, etc.; the other, a world where possibilities are hard to come by. I managed to juggle five children, college, and IUSB student newspaper reporter for the next three years. At the end of my junior year, majoring in Journalism, I won a Scholarship to Stratford-on-Avon for a six week summer study! During those years and the next two years, I co-managed a restaurant for my church, sponsored a Boy Scout troop and developed a Social Service Department for my church. I also became the managing editor for the "South Bend Communicator" - a small black-owned newspaper.

This also became too much! The children were growing up and their needs were more demanding. I had to give up my dreams once again and concentrate on providing them with their basic needs. However, Head Start was there once again, providing outlets for my frustrated, creative urges.

My children's involvement in Head Start ended in 1975, but mine has continued on. When one of my sons was ready to graduate from High School in 1986, we found out at the last minute that he owed $80 in back book fees and would not be able to get his diploma till they were paid. Not being able to come up with the money from any other source, Head Start was able to get the appropriate referrals and a way was made for paying back the amount and he graduated with his class. He took a year off to work and will be a senior this fall, finishing his major in Nuclear Physics. While in college, he started his own company with two other college friends to encourage high school students to go on to college. His idea of role-modeling was very useful to the local Y.M.C.A.

I thought I would have to wait until I was 60 or 70 years old before I would see my children standing strong and independent (in today's world, raising children is not easy!) The moral support I got from Head Start down through the years has helped me to climb up the ladder. Many times it seemed like the next "rung" was missing or would break under the pressure - but I could always count on the relationships I had with Head Start to "be there" for support and empowerment and reassuring me that "I could do it!" I think the most important thing I have learned is that through the support I have received, I have learned how to support others!

My book of poems is not published yet, but I know that when it is, there will be a front page dedication to Head Start and my sister. Having a voice is one thing, but being able to express that voice is another, and having someone to listen when you express your opinion is the greatest success of Head Start. They listen!

(Myrtha is presently a psychiatric attendant supervisor at Northern Indiana State Developmental Center in South Bend, a position to which she was promoted over employees who have been employed there several times the six years she has worked there.)

Cannie Phillips is a young wife and mother of six who has beaten her way out of the poverty prison. Before becoming an involved Head Start parent, Cannie had no plans for finding a job and was uninterested in working with children or her community. "I didn't do anything. I was always at home. I just didn't see myself going anywhere."

These days, her house is overtaken by the batches of children she babysits, yet Cannie is no longer locked inside. She is a career woman, working as a Group Discussion Leader for a local Medical Center's Early Parenting Program.

When not at work, or babysitting at home, Cannie lobbied with the Citizen's Action Coalition for issues affecting parents, youths, and families. Cannie is a member of the Concerned Tenants Organization and the National Association of Neighborhoods; president of the Public Housing Committee and secretary for her husband's business. She is on the board of the Healthy Mothers, Healthy Babies program and was awarded a certificate from Home Management Services. She also received an award from the Indiana Head Start Association for her involvement in the community. Another award of merit for community involvement came from the Opportunity Industrilization Center. Cannie was the first recipient of this Don Carter award. It makes me feel important. Everyone says, "Oh! I want you on this committee' or, 'You have to be on that committee."

When her daughter was enrolled in a Head Start classroom, Cannie felt obliged to participate. "We have to teach them. I don't want them to be like me. I want them to be better than me! Being involved with your children is a step toward the future. They are the future!"

Cannie began as a classroom volunteer two years ago, and went to the Policy Council as a center representative. Last year she was the council's vice president and currently serves as president.

"For many reasons, volunteering is better than a paid job. You gain recognition and the rewards are great... Now I'm reaping the rewards for all the volunteer hours, with my job at the Medical Center. It's more than a job, it's a career. It's just what I wanted to do: help parents help their children... If I hadn't gotten into Head Start, I may have been in poverty the rest of my life."

A woman who once had no desire to leave the house, has traveled to Washington D.C. and Puerto Rico, exchanging ideas with other Head Start programs. In a full voice she calls herself "a stimulated and highly motivated person."

To parents who are passive prisoners of their circumstances, Cannie says: "Where there's a will there's a way. Whatever you want to do, whatever your mind can conceive and believe, it can achieve. You can do it. Go for it!"

Deloris Hale grew up believing that her voice was not worth being heard by others. "That was my greatest fear, that they won't want to hear it." When she began attending Policy Council meetings as a Head Start Center Representative, she realized, "Everyone else gives their opinions. Why can't I!"

Deloris has raised her two daughters alone for seven years. At 44 inches and 34 pounds, her eight year old daughter is the size of a four year old. The child's breathing is monitored in her sleep with an intercom, so that Deloris can listen for a regular pattern.

In Milwakee, Deloris attended classes on childcare and behavior management with other Policy Council members. She has learned not to treat her handicapped daughter differently than she treats her other. "She thinks she can get away with things. But I'm the boss. Once she figures you're not going to give in, she's okay. Some parents get tired of hearing their kids scream or they feel guilty and let them go. I don't because they'd only do it again."

Deloris has found that she can teach her daughters in a patient, authoritative way. "I yelled for a while. The more I yell, the worse they are. They like to hear me yell. Now I've quit yelling. I tell them, "Go to your room and think about what you're doing. As soon as you've thought about it and want to talk, come on out." Instead of spanking, she takes away privileges that the children earn with good behavior, such as visiting a neighbor or riding bikes.

During her second year as a Head Start mother, Deloris volunteered 185 hours to the program. Much has changed for her because of this involvement. "Head Start encouraged me to go on. They were friendly and understood where I was coming from. It wasn't like walking into a bunch of strangers. They pushed me along... Before I went to Head Start, I could care less what happened. As long as my kids got to school, that was good enough."

Today she not only has her daughters off to school by seven, but is at Central High School for her own classes by eight. A broken motor and a fallen drive shaft kept her home for three weeks this month, but she went back and her scores have improved. Cleaning, cooking, studying, trips to the doctor and laundromat do not stop her. "I have my days planned and I try not to let anything get me off it... I work everything else around what I have to do. I just tell myself, 'I have to do this' and I do!"

Head Start fills empty lives with purpose. "If you're down to nothin' like I was down to where I didn't care if I did anything... you have to find something you enjoy. But you have to open up to people. I found these people [at Head Start] are nice and I opened up. They'll work with you instead of against you."

Norma Brumwell, has six children; five sons and one daughter. In 1965, my fourth son enrolled in the Head Start summer program and I became interested, but being a short time in the program that was all I could do. Then in 1970, my fifth son started in Head Start program. I then became actively involved and at that time went back to school and was employed by the Head Start program.

As I climbed the career ladder in Head Start, my education became more important and I decided to get a degree in Special Education, which has made it possible for me to be a Special Education Coordinator in a California Head Start program today. Today I am proud of myself, my children, and the Head Start program. For if it had not been for my involvement in the program, I might be still living in the Housing Projects without any ambition to further my education and God only knows where my children would be.

Today, one son is in the United States Air Force, one is a District Manager for Rider Trucks, one works and is attending a university and my daughter is married to a gentleman in the Air Force. Not to forget my "special" son who is at home with me.

I have only praise for the people that work for Head Start and the parents for putting their children in a program that is so worthwhile. These children are our future.

More parents would participate in the program if there were affordable, accessible child care for their younger siblings who now prevent their involvement. To expect parents to come in to the Centers and judge program performance out of compliance when they don't, is unrealistic without funding for child care. In addition, staff encouraging parents to "get involved" only adds to their feelings of guilt and inadequacy.

Many parents do NOT want to add to the disgraceful statistic one source quotes that "66-68% of American families with children under the age of three who have no parent home with them during the work day," while they participate in Head Start.

Head Start CAN be the gate-way to upward mobility for parents who started early with family responsibilities before they had adequate resources to take care of them; but, without the necessary support-service of child care, many parents cannot take advantage of the opportunities Head Start offers.

I am here to testify that the common denominator in all of these examples is a mutual appreciation of the AWAKENING TO BURIED POTENTIAL which is needed! There are "gold mines" in the children and families alike which, if unexplored are lying dormant; but which, when activated by participation in the Head Start program, empower not only their personal lives, but enrich the community as well. The savings, not only economically, but socially which accrue from the preventive measures made possible by experiencing Head Start are sound investments in a future which benefit the entire society. Families appreciate Head Start providing the dental and medical services, the health and social competency screenings, and the cultural excursions which would otherwise be missed, but, in the long run, will make for a healthier, happier society.

It is grossly unjust for four-fifths of our nation's eligible children to be denied a Head Start because of inadequate funding. It breeds a future adult population which no society can afford to shoulder.

When you multiply the few examples I have given by the thousands across the nation, I think you will agree that a "kinder, gentler nation" will leave no stone unturned, nor no dollar unspent to appropriate the funding needed to give every eligible child a Head Start!!

Senator KASSEBAUM. The next witness is Mr. Stephen Juan King, who is a former Head Start student from Florida.

Mr. KING. Thank you very much. I am genuinely pleased to be here to testify before a committee that has supported Head Start throughout the years.

I am Stephen Juan King, a former Head Start student.

I regard Head Start as the first step in a series of steps toward my complete integration in American life, particularly American institutional life. By complete integration, I mean feeling that I am not an outsider or that I am in a minority in the sense that the purpose of the institution is for the benefit of the majority. Too often, people who share my background feel undesired, disrespected and, most importantly, discriminated against in American institutions, whether they be economic, social or governmental.

I grew up in a little town called Auburn, Alabama, on the side of the town where the pavement ends. It is a bit distressing to reflect upon these aspects of my background, but the fact is that we were slighted in terms of social services in a way that is difficult for me to understand. Our first house, which my parents were very proud of, because it was theirs, had only four rooms. My four brothers and I all slept in double and triple bunk beds in one bedroom. There was just enough room for two stacks of beds and two dressers.

We have a little sister. My mother did not have a high school diploma and worked as a domestic at that time. My father, whose formal education ended in the ninth grade, worked as a store clerk. We had an extended family and lots of love, and I never really knew we were poor, but we were.

I would also like to say here that I participated in Head Start and so did several of my siblings. We come from a proud family. There were services offered that I can remember my father refusing to accept because of the stigma. But Head Start we accepted. And I cannot recall any time feeling stigmatized as a Head Start student either at that time or later, as I entered elementary school and continued on.

Actually, it was a little bit surprising to think about it as a poverty program when I was approached to make this testimony.

When I was young, my mother went to a meeting of the Alabama Council. They had a program for people who could not read or write. My mother could read and write, and she is very committed to education. But she asked if they could start a program so people could get their GEDs. They did start that program, and she received her GED. The Alabama Council also started a Head Start program for five year olds, since there were no public kindergartens in Alabama. I was able to attend that program in its first full year. I can remember the bus that picked us up, and this is one of the few parts of the dominant society that entered into our neighborhood. I can remember that bus picking us up. I realize now that I would not have been able to attend Head Start without that bus.

What I remember most about the Head Start program is the introduction to a wider range of experiences. Regularly, we were taken to movies for children at the local theater. Organizing such an activity, which seems maybe something simple now, but the impact on me was, I can remember being intimidated by the white

owned cinema. It was a place where whites patronized generally and blacks did not; or if we did, we went at a special time or for certain features. But we were taken to children's programs during the day. Really, I started to feel more comfortable in that environment because I was taken by people who, as someone stated earlier, seemed like a part of my extended family.

There are several things that I would like to say, but I will skip to the most important parts.

Perhaps more than any other factor, I am a believer in Head Start because I remember it as an enterprise in which blacks and whites overcame much racial conflict. In very segregated Auburn, Alabama, blacks and whites could work and learn together. The adults I met through Head Start, teachers, nurses, administrators, volunteers, cooks, and others, were of African American and European American background, as well as other backgrounds. The center I attended was in a quonset hut which was also a Sunday school area of an all-white Catholic church. After my mother got her GED, she began to work at Head Start.

There were mornings when I woke up to find my mother and the Head Start director talking or working at my house. It was unusual to find a white person in a black neighborhood, and to this day somewhat unusual in Auburn, Alabama. But since we had no phone, that was the only way that the program director could talk with my mother on weekends or early mornings when she wanted to. I thought of it as normal that people from various cultural groups could be colleagues and friends.

I would just like to mention the director in Auburn, AL, Nancy Speers. I do consider her a friend to this day.

What I saw was that they cared about the wellbeing of Head Start students. I would like to add that I have not come across any American enterprise since, including the Peace Corps, for which I served for two years, which demonstrated to the same extent the ability of American cultural pluralism to work.

When I was eight, we moved. My parents had worked hard and were able to buy a larger house. We had only two of us to a bedroom, water pipes that you did not have to leave on to keep from freezing in the winters, and a paved road. I am 28 years old now. The Head Start experience is over 22 years behind me. As I said in the beginning, I regard Head Start as the first step in a series of steps toward my full participation as an insider in American institutional life. The point may seem banal, but I think it is important and worth repeating. People from humble financial backgrounds or cultural minorities often feel unwanted or disrespected and often are discriminated against in American businesses, schools and other institutions.

For many of us, Head Start is the first significant step toward alleviating that problem. With Head Start, I began to feel more at home in the larger society. I began to attain social skills and got an early start on the development of academic skills.

To highlight some of my accomplishments, I would like to share with you the fact that I was the first black editor of the Auburn High School newspaper. Upon graduation from high school, I received a four year National Achievement Scholarship. This is part of the National Merit Scholarship program which is awarded to the

top one-half of 1 percent of all the black people taking a preparatory SAT. The school, I would like to add, is also high in competition with the entire American population taking the test.

From there I went to the Peace Corps and served for two years. I stayed in Morocco for a third year. I speak fluent French and have a good working knowledge of Moroccan Arabic and Modern Standard Arabic. During part of that time, I was assigned to Oauouizerth High School in Oauouizerth, Morocco. I was also an English teach at the University Sidi Ben Abdellah department of letters in Martil, Morocco. The next year I worked for the American Language Center in Tangier as director of a branch center in Tetouah, carrying out both administrative duties and teaching. Much of my work was done in French and in Arabic. While there, I met the lovely young woman who is now my wife and who is completing her university degree in computer science.

Upon returning, I received a four year doctoral scholarship at the University of Florida. Presently I am two years away from completing that degree. Since I believe in having a diverse educational experience, I am considering other universities and have been accepted at the University of Chicago and Duke University for my Ph.D. My focus is on comparative politics. I want to be a specialist in Middle Eastern politics and comparative politics theory.

I will just leave it in the testimony that other members of my family have benefited from the Head Start program.

My mother still works for Head Start even though she has been offered a much higher paying job at Auburn University. However, she is no longer doing secretarial work. Now she is the Family Services/Parent Involvement Coordinator for the agency and supervises a staff of her own. Through my mother and her colleagues, I have witnessed a commitment to the service of mankind. Certainly they had an impact on my decision to serve in the Peace Corps. From this and other experiences, my service orientation was developed.

At the present time I want to be a specialist in Middle Eastern affairs, partly because the attainment of the analytical perspectives, historical facts, cultural and language knowledge of the area will allow me to go beyond intercultural conflict on a world scale. The Arabs are more like us than we think. I want to work toward human knowledge and development. In a sense, I believe that this is what the Head Start program is all about.

I feel that Head Start has been a very positive influence in my life and without this program my life and the life of the rest of my family might have been far different. It is my hope that the Head Start program can be expanded so that all the children who are eligible can attend the program and share in its benefits.

I know I am running long, but I want to say this. The major problem I see, or one of the major social problems I see is when people from my background all of a sudden decide that the system is not for them, that there is no hope in working within it. And once you reach that point, a criminal attitude, all sorts of social ills are easily understandable. I mean, they are not understandable to happen, but you can see the process. Because Head Start starts early and because I have witnessed here sincere concern and com-

mitment from our policy makers at the highest levels to reaching out to us, I would like to see, how can I accept that only 30 percent of the population can receive this attention, and recognize the fact that our policies can benefit the rest of society and include us within it.

I hope that the Head Start program will be allowed the funding to work toward a program of even higher quality. When I was in first grade, we learned the alphabet, numbers, brushed up our colors, and began to learn to read. Now all of those things and more are learned in kindergarten. As we as a country push to increase the quality of our high school and college graduates to meet the demands of various industries, we are in turn pushing younger children to learn more and faster.

My mother tells me that the problems now facing her social services staffs are great. Even in our small town there are drugs, alcoholism, and all too often the result is harm done to children. These are problems that I am thankful that I never had to live with, but too many children do. Some of them need Head Start as a safe haven away from homes that are difficult.

If Head Start is to continue to turn out young people like the members of my family, it will need to be able to have the funding to keep trained, dedicated staff members and to provide the transportation, materials and other needs needed for a program that can help and support children and families in our world.

If I can end with a metaphor, I think that for people from my background Head Start appears as a bright light in a dim galaxy. I hope that they receive all the support that they need.

Senator KASSEBAUM. Thank you, Mr. King.

Without objection, your written statement will be inserted into the record.

[The prepared statement of Mr. King follows:]

## PREPARED STATEMENT OF STEPHEN JUAN KING

Mr. Chairman, and other distinguished members, I am pleased to be here to testify before a committee that has supported Head Start throughout the years. I am Stephen Juan King, a former Head Start student.

I regard Head Start as the first step in a series of steps towards my complete integration in American Life. By complete integration I mean feeling that I am not an outsider or that I am in a minority in the sense that the purpose of the institution is for the benefit of the majority. Too often people who share my background feel undesired and disrespected in American institutions, whether they be economic, social, or governmental.

I grew up in a little town called Auburn, Alabama, on the side of town where the pavement ends. Our first house, which my parents were very proud of because it was theirs, had only four rooms. My four brothers and I all slept in double and triple bunk beds in one bedroom. There was just enough room for the two stacks of beds and two dressers. We had a little sister. My mother did not have a high school diploma and worked as a domestic. My father, whose formal education ended in the ninth grade, worked as a store clerk. We had an extended family and lots of love, and I never really knew we were poor -- but we were.

When I was little, my mother went to a meeting of the Alabama Council. They had a program for people who couldn't read and write. My mother could read and write, but she asked if they could start a program so people could get their GED's. They did start a class, and my mother got her GED. Alabama Council also started a Head Start program for five-year-olds since there were no public kindergartens in Alabama. I was able to attend that program during its first full year. I remember the bus coming to pick us up and later drop us at home. Without that bus, I might not have been able to attend Head

Start. And without that bus, I would have missed some very interesting experiences.

What I remember most about the Head Start program is the introduction to a wider range of experiences. Regularly, we were taken to movies for children at the local theater. Organizing such an activity made the white-owned and operated cinema and normally white patronized cinema less intimidating for a five-year-old black kid from Auburn, Alabama. The regular dental and medical check-ups sent a clear message that an area outside my regular family cared about my well being.

I was fortunate enough to have a kind and dedicated Head Start teacher who from time-to-time would have us sleep overnight at her farm in the countryside. With this activity and other organized Head Start activities, I was able to socialize with my peers outside of the family environment.

We participated in educational trips to the near-by planetarium in Montgomery, Alabama and we visited the George Washington Carver Museum at Tuskegee Institute. Also, Head Start provided some limited preparation in academic areas though my memory is fuzzy as to the details of the extent reading and other skills were taught. In sum, Head Start provided me a nurturing introduction into society.

Perhaps more than any other factor, I am a believer in Head Start, because I remember it as an enterprise in which blacks and whites overcame much of the racial conflict. In very segregated Auburn Alabama, blacks and whites could work and learn together. The adults I met through Head Start, teachers, nurses, administrators, volunteers, cooks, and others were of African American and European American and other backgrounds. The center I attended was housed in a Quonset hut which was also a Sunday school area of an all-white Catholic Church. After my mother got her GED, she began to work in the office at Head Start.

There were many mornings when I woke up to find my mother and the Head Start Director talking or working at my house. It was unusual to find a white person in a black neighborhood, but since we had no phone, that was the only way the program director could talk with my mother on weekends or early mornings when she wanted to. I thought of it as normal that people from various cultural groups could be colleagues and friends. They mainly cared about the well-being of the Head Start students. I would like to add that I have not come across any American enterprise since, including the Peace Corps, which demonstrated to the same extent the ability of American cultural pluralism to work.

When I was eight, we moved. My parents had worked hard and were able to buy a larger house. We had only two of us to a bedroom, water pipes that you didn't have to leave on to keep from freezing in the winters, and a paved road.

I am 28 years old now, and the Head Start experience is over 22 years behind me. As I said in the beginning, I regard Head Start as the first step in a series of steps towards my full participation as an insider in American institutional life. The point may seem banal, but I think it is important and worth repeating. People from humble financial backgrounds or cultural minorities often feel unwanted or disrespected in American businesses, schools, and other institutions. For many of us, Head Start is the first significant step toward alleviating this problem. With Head Start, I began to feel more at home in the larger society. I began to attain social skills and got an early start on the development of academic skills.

They tell me now that I was shy, and that I was retained in Head Start for a second year because I was not mature and lacked social skills--even though I came from a family of six children! However, what I remember is being thought of as smart by my Head Start classmates. I went into first

grade thinking I was smart and should be at the head of my classes. In first grade I was near the head of my class in a school which was made up of almost all white students. The year I was in first grade, black people were allowed "freedom of choice" in terms of whether to send their children to a "black school" or a "white school." My mother chose a white school. We were poor. In the black school, you had to pay for materials like crayons. In the white school, the school provided the crayons. Her friends and family told her she was crazy. We would get hurt. We would fail. I didn't get hurt. And to a large degree because of my two years of Head Start, I did not fail. I have been among the top students in my academic work from those days through my present work as I work toward the completion of a PhD.

To highlight some of my accomplishments I would like to share with you that despite the fact that I had no tennis clothes, I won the second place in the junior high school tennis championship and first place in a state-wide table tennis tournament. I was the first black editor of our Auburn High School newspaper. Upon graduation from High School, I received a four-year National Achievement Scholarship. This is part of the National Merit Scholarship Program which is awarded to the top one-half of one percent of all of the black people taking the preparatory SAT. I attended the University of Florida, graduating in English with honors, and in political science.

From there, I went to the Peace Corps and served for three years in Morocco. I speak fluent French and have a good working knowledge of Moroccan Arabic and Modern Standard Arabic. During part of that time, I was assigned to Oauouizerth High School in Oauouizerth, Morocco. I was also an English Teacher at the University Sidi Ben Abdellah Department of letters in Martil, Morocco. The next year I worked for the American Language Center in Tangier, Morocco, as director of a branch center in Tetoush, carrying out both administrative duties and teaching. Much of my work was done in French and Arabic.

While there, I met the lovely young woman who is now my wife and who is completing a university degree in computer science. Upon returning, I received a four-year doctoral scholarship at the University of Florida. Presently I am two years away from completing that degree. Since I [illegible]e in having a diverse educational experience, I am considering other universities and have been accepted at the University of Chicago. My focus is on comparative politics. I want to be a specialist in Middle Eastern politics and comparative politics.

Finally, I would like to say that other members of my family have also benefited from the Head Start program. Even the oldest three brothers who never actually attended Head Start have benefited by being part of the "extended Head Start" family. My mother was always determined to improve herself and the rest of us, and Head Start supported her efforts and helped enable her to achieve her own goals which set a standard for the rest of us to follow. After my mother attained her GED, she worked toward her B.A. For awhile, every Friday after work at Head Start she drove to Atlanta and spent the weekend in classes and studying. She got a Ford Scholarship and spent some time studying in New York and Washington, D.C. During that time, my three oldest brothers were in college and there was some friendly kidding in the family about who would finish school first. It took my mother eleven years, but she got her degree and has done some course work toward a Master's. She set a standard that the rest of us had to try to keep up with.

While my father did not complete his formal education, he no longer works as a stock clerk. Instead, he is produce manager for a large grocery store. He and my mother have been married for thirty-six years. He has provided for his family in an admirable way, and has helped see that the rest of us have achieved the goals we have set.

My oldest three brothers have completed college and two of them completed graduate school. Lewis is owner of an Arby's in Douglasville, Georgia. Mark

is working for the City of Atlanta as Energy Manager for the Housing Authority. Stanley is an assistant football coach at the University of Southern Illinois in Carbondale. He wants to open a fitness center for adults and a day care center for children. Tim is employed full-time at Falk Corporation and is a graduating senior at Auburn University in the area of speech communications. Michelle has just completed a pre-law major at Auburn University and is applying to Law School.

My mother still works for Head Start even though she has been offered a much higher paying job at Auburn University. However, she is no longer doing secretarial work. Now she is the Family Services/Parent Involvement Coordinator for the agency and supervises a staff of her own. Through my mother and her colleagues, I have witnessed a commitment to the service of mankind. Certainly they had an impact on my decision to serve in the Peace Corps. From this and other experiences, my service orientation was developed. At the present time, I want to be an Arabist, a specialist in North African affairs partly because the attainment of analytical perspective, historical facts, and cultural language knowledge of the area will allow me to go beyond intercultural conflict on a world scale. The Arabs are more like us than we think. I want to work toward human knowledge and development. In a sense, I believe that this is what the Head Start program is all about.

I feel that Head Start has been a very positive influence in my life and that without this program, my life and that of the rest of my family might have been far different. It is my hope that the Head Start program can be expanded so that all of the children who are eligible can attend the program and share in its benefits.

In addition, I hope that the Head Start program will be allowed the funding to work toward being a program of even higher quality. When I was in first grade we learned the alphabet, numbers, brushed up our colors, and began

to learn to read. Now all of those things and more are learned in kindergarten. As we as a country push to increase the quality of our high school and college graduates to meet the demands of various industries, we are in turn pushing younger children to learn more and faster. It amazes me to see what my young niece and nephew are learning. My mother tells me that the problems now facing her social services staff are great. Even in our small town there are drugs, alcoholism, and all too often, the result is harm done to children. Those are problems that I am so thankful that I never had to live with, but too many children today do. Some of them need Head Start as a safe haven away from homes that are difficult. If Head Start is to continue to turn out young people like the members of my family, it will need to be able to have the funding to keep trained, dedicated staff members and to provide the transportation, materials and other things needed for a program that can help and support children and families in our world.

Senator KASSEBAUM. Let me say that everyone's full testimony will be a part of the hearing record.

Mr. King, I thought you made a very interesting point when you said you never felt stigmatized. I think that that is something that is very true, as I have observed Head Start through the years. In many ways perhaps it comes from the fact that there was a certain pride in being part of Head Start. There were standards in Head Start, and whether one realized it or not, that was light years ahead in the sixties when this program started, recognizing the importance of early education.

I do not know why this is so, but it seems to me that the success of Head Start has been that there has never been a diminution of the quality that was expected, or the participation. It seems to me that there is now a lot of family stress that is occurring, that did not occur in the earlier days. You mentioned the drugs and the societal changes that have taken place.

I would like to ask perhaps the parents who have participated, and that includes you, too, Ms. Boggus, as you have gone around the country, I assume, and worked with different Head Start programs. Do you believe that the success today and perhaps some of the additional problems that Head Start centers face today are different from when you were participating in the program? And are there some things that we need to address, teachers salaries being one that everybody has mentioned. Are there some other things that should be considered that face the centers today that did not when you were actively engaged? I think your story of how you became involved is repeated over and over again. It is, to me, one of the great strengths of the Head Start program.

I guess what I am asking you, do we have that same sense of participation today? Are we attracting a parent into the program today? Is the outreach as much as it should be to get participation?

Ms. BOGGUS. Yes, I believe that we have the same sense of direction we had when I came to the program, the same sense of participation, reaching out to the parents. I think the environments that we live in today are different, with the problems a little bit different. Some people live in the same environments when they first came into Head Start, and the problems were not as demanding or as on an increased level as they are today, but they were there, but not in such a large force.

Today the problems are so wide that we have some barriers in bringing parents into the program. They come but we just have to—there are just different ways that we have to get them into the program now. Those things may be a little different, the mechanisms, by the way we have to get our parents into the programs now.

Also, for staff people there are problems for them going into the communities now today that are a little bit different than it was before. They are subject to more violence and abuse in certain areas than they were before. So, there are some things that are different, but I do not think that the participation is that much different. It is just different ways we have to bring participation into the program.

Senator KASSEBAUM. Does anybody else have any comment to make?

Ms. WISE. I do not know as, you know, there is a lot; the family today is different than it was 25 years ago, I realize that. I feel that the outreach part of it, as I had in my testimony, when I was approached to begin with, 23 years ago, by DHS, the Department of Human Services, it was: get your kid out. I mean, it was a glorified babysitter, is what I was being told it was. I really did not want that, until I was approached as it being a good educational program and what it could do for my child.

I do think that as the programs progress, it is also not what it does for your child but what it does for the whole family. I think it is very important that that child be considered as part of that family and therefore it is a whole family that needs to be involved.

Of course, I work for community action agencies. In our area the Head Start program is part of our community action agency. Therefore, once a child is in Head Start, we have them there and we do provide family services for the total family.

In many of the States, Iowa being one of them, we are looking at the total family development program through agencies like ours. It is a continuation of focusing on not just one problem but the whole family to bring it up. I think Head Start is a very good place to start that. It is a place to get that family involved. And that is part of what they are expected to be involved, those parents.

I think the idea that sometimes we just ask those parents to come but not really expect, and it is kind of like asking your kids to do something, but if you expect them, they will usually do it, rather than if they do not think it is necessary.

Senator KASSEBAUM. I asked Sister Barbara that when she was testifying, if the parents' participation had declined in recent years. That is what I have heard from some of the Head Start programs at home. I am wondering again how you can make it attractive to participate without requiring. As you say, it was expected.

Ms. WISE. Of course, I have gone with that theory, the same as with most anything: that you usually get what you expect.

I also come from the background that I taught Head Start coming up from being a Head Start teacher's aide, to parent, to teacher's aide. And I left Head Start just as the CDA was becoming into it because I needed a full-time job. Again, this goes back, I had to leave it.

I guess I have always operated on that positive principle, that you usually get what you expect. Therefore, many of our people, again, do not expect. I also know that the world is changing. You have many, many more two parent working people that they cannot leave their job to be in the classroom too. I realize that.

Senator KASSEBAUM. Do you have any comments, Ms. Malone?

Ms. MALONE. I would like to say that on parent involvement, I do not believe that we are going to reach 100 percent of parent involvement. But the ones that we do reach, I think it is very important, because if it was not for—I cannot put a percentage with it, but I was one of those that they reached. To me, the Head Start experience has been apparent, it was priceless and rewarding not only to me but I can see the effects of it in my children.

It is something that has to start with that individual. It begins with that. I think it is built through self-esteem and belonging to—I mean, some people just feel uncomfortable as being parents

coming into the classroom. So, I think once they, you know, you kind of work with the child and you build that confidence up in them.

I think somehow we need a little stop sign and we have the child to take the parent to the stop sign every day, and this boosts our parent involvement. You know, that child was so excited about stopping at that bulletin board to look at the stop sign. You know, it kind of stopped mom to read the important things. This stirred something up in the center. We saw parent involvement boosting.

I think working with the child and building them, I think that helps build families.

Senator KASSEBAUM. Thank you.

I certainly think all of you had very impressive testimony, very important testimony. You really are the ones who can tell why Head Start is so important. I am just sorry that everyone was not here to hear it. We need to give all the support we can to the Head Start program.

Thank you very much.

Without objection, the written statement of Mr. William Kolberg will be inserted into the record.

[The prepared statement of Mr. Kolberg and additional statements for the record follow:]

## PREPARED STATEMENT OF WILLIAM H. KOLBERG

ON BEHALF OF THE
NATIONAL ALLIANCE OF BUSINESS

It is a pleasure to submit a statement to the Subcommittee during its deliberations on the Head Start program to reinforce the increasing importance of investing in early childhood education.

I am William H. Kolberg, President, of the National Alliance of Business.

The Alliance has followed closely the work of our business colleagues at the Committee for Economic Development (CED) on early intervention strategies and their impact on childhood development. It is a pleasure to join with them in urging greater attention by the federal government to this critical component of economic and social policy.

CED has provided leadership within the business community on this issue beginning with their reports entitled "*Children in Need*" and "*Investing in Our Children.*" CED has not only educated the business community and the general public about the importance of preschool education and health care, but also has argued convincingly for pursuing a strategy of prevention in public policy.

We recognize how critical early childhood education can be. It has a direct impact on social skills, educational achievement, and self esteem. We at the Alliance see

investments in early childhood programs, like Head Start, as an important weapon in the fight against the problems of school dropouts, drug abuse, crime, and teenage pregnancy. The dollars are well spent, if we can make headway on the problems that seem to plague at-risk youth. It has the potential, over the long term, of allowing us to redirect limited federal dollars that otherwise might have to be spent on "second chance" systems to repair the damage that could have been prevented.

I would like to bring another recent report to the Subcommittee's attention. The Carnegie Council on Adolescent Development issued a report entitled *"Turning Points: Preparing American Youth for the 21st Century."* It examines the complex problems faced by early adolescents, especially 10 to 15 year olds. This report graphically illustrates the education, social, and health issues faced by children who live in impoverished conditions from birth. The documented examples point out the problems that could have been avoided if we had pursued a stronger national policy for early prevention and intervention. It does not take an expert to conclude that we compound the costs by trying to repair problems that could have been prevented in the first place.

The Presidents of the Alliance and CED co-chair the Business Coalition for Education Reform, comprised of all the major national business organizations. (This coalition includes American Business Conference, Black Business Council, The Business Roundtable, Chamber of Commerce of the United States, Committee for Economic Development, The Conference Board, National Alliance of Business, National Association of Manufacturers, and the U.S. Hispanic Chamber of Commerce).

The fact that all of these business organizations have come together and have made a long term commitment to work on what have become "national" issues of educational quality and achievement demonstrates the urgency that we in the business

community attach to preparing people to take full advantage of life's opportunities in this society.

In the Coalition's initial public statement we said:

> We, the leaders of the major national business organizations, call on the nation to make a commitment to provide every child with a quality education that will prepare him or her to become a productive and well-informed citizen who can actively participate in the economic and civic life of the nation.

The statement goes on to list six key items on the Coalition agenda for action. One of which is the need for this nation to:

> ...invest in early prevention and intervention strategies to help children at risk become ready for school and to help their parents become better skilled at supporting their educational needs. We need to financially support programs that focus on preschool education, such as Head Start, and prenatal care for poor women. We recognize there is a budget crisis in this nation. Our goal must be to find the necessary resources to support these kinds of programs, such as Head Start, and move towards full funding by the year 2000.

Recently, the President proposed a related national goal in his State of the Union message, developed jointly with the Governors' Task Force on Education, stating that "By the year 2000, all children in America will start school ready to learn." The Governors are in town today and tomorrow to ratify such a goal along with several other national education goals. If the goal is adopted, the real challenge is to put our words into action.

Our hope is that the goal will not be narrowly defined to include only education, but also to include health, nutrition, and social services required to prepare children for school. It would be common sense for the nation to make a larger initial investment in the resources of its children.

I am pleased that the President's requests a $500 million increase for Head Start in his fiscal year 1991 budget. The Alliance fully supports that recommendation. But, it should be put in context. I would say that it represents an important first step toward full funding over the course of the decade.

Many of us in the business community support a strategy that advocates full funding for early intervention programs, particularly Head Start, before the year 2000. By full funding, we mean enough funds to serve all disadvantaged youth who would be eligible for the program.

The current appropriation for fiscal year 1990 is about $1.4 billion. The request of the President would bring fiscal year 1991 funding to about $1.9 billion for the four year old cohort. To fully fund an enriched Head Start program that could serve 3, 4, and 5 year olds, funding by the end of the decade would be in the range of $6 billion to $7 billion, according to the best estimates available based on current population surveys.

That represents a substantial investment by anyone's measure. I'm sure it would be an issue for Congress in the current fiscal environment. However, increases could be made gradually between now and the year 2000. I would argue also that we are at a point where the costs could be shared with the States. The Federal government got into Head Start 25 years ago almost by happenstance, because of a tremendous need among poor children, and because available research could propose an effective model to try. Since then, the program has proven itself over and over, but the Federal government has largely borne full responsibility for it. We know that about 30 states have enacted various types of preschool programs, 9 of which are designed to supplement Head Start.

Now, with the governors recognizing a national goal related to early childhood education, and with the states having primary responsibility for public education, perhaps we could move to a greater level of shared responsibility in Head Start, that would edge closer to full funding for the eligible population. There is precedent in virtually every other program of federal assistance to education. The closest comparison is the federal Chapter 1 program, which covers poor children in the early years of elementary school, in which costs are shared with the states.

It is our understanding that limited funding and practical necessity has confined the Head Start program to serving four year olds, which raises another issue for us. There are no statutory limitations for serving children from age 3 through 5, but funding levels have forced most programs to concentrate on four year olds. Kindergarten is almost now universal for 5 year olds, but in those states where kindergarten is not provided and where evidence suggests that the gains made at age four in Head Start are not reinforced or preserved in regular kindergarten, services should be available to 5 year olds. This makes it more important, in my view, that full funding of Head Start be based on the assumption that services would be made available at least from age 3 through 5 to enable eligible children to be ready for school.

In our work with the Business Roundtable's education initiative over the past several months, the Alliance has convened nine different groups of experts from a variety of fields and roles in education and business to discuss an appropriate business role in education reform. I mention this only to make a point that in virtually every one of these day-long panels, the critical importance of early childhood and preschool education, and the linkage of education and social services in programs like Head Start, was reinforced by different experts.

There are many benefits to the Head Start program that are difficult to measure and are not captured by standardized tests. Parental involvement, and the broad range of medical, nutritional, and social services are hallmarks of the program's success. We are convinced, by the work of CED and some of the experts you will hear from today. that the program works and that it generates a tremendous dividend on the dollar invested.

We are not naïve about what can be achieved realistically by this one program against the complex and destructive forces suffered by children in a culture of poverty. Large issues of housing, jobs, medical and child care must be addressed also. But in terms of providing children in poverty with a fair chance at an equal educational opportunity, the Head Start program has proven itself over the last 25 years.

In my view, we are moving out of an era during which individual, discrete programs can be enacted and run effectively for each identifiable problem, with each program having its own administrative structures, funding, and regulations. We are entering an era in which the knowledge we have gained from that experience can provide a better, more integrated approach to service delivery. In an ideal world perhaps, we could take programs like Head Start, aimed at preschool children, the Follow Through program which barely survives as a demonstration program aimed at picking up where Head Start leaves off, the Even Start program which provides literacy and training to parents with their children ages 1 through 7, and the Chapter 1 program in the early years of elementary school, and integrate them into a single, comprehensive strategy for early childhood education with the full range of education, family, and social services. That is a bold step to initiate quickly, but I am convinced it is the direction we must pursue.

Let me close by saying that the Alliance hopes to work closely with the Congress to assure the improvement and expansion of the Head Start program, and other early prevention and intervention strategies. I am convinced that this program is an important component for developing attitudes and skills necessary for life-long success among those served. I think I can speak for my business colleagues in saying that it is a critical investment in our economic future as we enter a new era of global competition based on technical competence and workforce quality. The Alliance, as well as other national business organizations, will continue our efforts to improve the quality of American public education and enhance America's ability to remain competitive and productive in today's world markets.

###

NATIONAL GOVERNORS ASSOCIATION

Terry E. Branstad
Governor of Iowa
Chairman

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Governor of Washington
Vice Chairman

Raymond C. Scheppach
Executive Director

Hall of the States
444 North Capitol Street
Washington, D.C. 20001-1572
Telephone (202) 624-5300

March 1, 1990

The Honorable Christopher Dodd
Chairman
Senate Subcommittee on Children, Family,
Drugs and Alcohol
639 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Dodd:

This past weekend, the nation's Governors adopted a set of national education goals intended to move our nation toward educational excellence. The goals are comprehensive in that they address the readiness of children to start school, students in the school years as well the needs of adult learners in the after school years. As you review the Head Start program for reauthorization, we would appreciate your consideration of the position we have taken both in the goal statement and in our existing policy regarding this program.

As Governors, we believe the readiness of children to start school is critical to a child's future educational success. One of our objectives is that all disadvantaged and disabled children will have access to high quality and developmentally appropriate preschool programs. This includes federal, state, local or privately funded programs. However, the goal statement specifically recognizes the success of the Head Start program and suggests the federal government should work with the states to develop and fully fund early intervention strategies for children, and ensure that all eligible children have access to Head Start.

While recognizing that service delivery works most effectively at the local level, state government can and should play a significant role in ensuring that state and federal preschool child development efforts are well coordinated and cost-effective. Governors would like to assure maximum utilization of all available resources through comprehensive state level planning of all child development efforts including health, social services, mental health, education and nutrition programs. Head Start should be coordinated with all state early childhood development programs. In addition, many states are currently contributing to Head Start.

Thank you for your interest in and consideration of our views. We are committed to strengthening programs that help children prepare for school and hope to work closely with the federal government to ensure that all needy children are being served.

Sincerely,

Richard F. Celeste

Governor Richard F. Celeste
Chairman
Committee on Human Resources

NSBA

Office of
FEDERAL RELATIONS

Michael A. Resnick
*Associate Executive Director*
Lynne Glassman
*Director, Network Operations*
Katharine L. Herber
*Legislative Counsel*
Edward R. Kealy
*Director, Federal Programs*
Dorothy H. Stambaugh
*Legislative Analyst*
David S. Byer
*Executive Branch Advocate*
Kathryn J. Jones
*Manager, Urban/Large District Desk*

Fifty Years of Educational Leadership 1940-1990

James R. Ogletree
*President*
Thomas A. Shannon
*Executive Director*

February 28, 1990

The Honorable Christopher J. Dodd
Chairman, Subcommittee on Children,
Family, Drugs, and Alcoholism
Committee on Labor and Human Resources
United States Senate
Washington, D.C. 20510

Dear Senator Dodd:

RE: Support for Full Funding of Head Start

The National School Boards Association, on behalf of the 97,000 local school board members who govern the nation's 15,350 public school districts, supports full funding of Head Start, a program with a proven record of helping disadvantaged children succeed in school.

Initiatives such as the Head Start Expansion and Quality Improvement Act, which would provide for Head Start services to all eligible children ages three to five by fiscal year 1994, are to be commended.

NSBA believes it is important to fund the Head Start program at a level that adequately serves not just four-year-olds but all income-eligible children from three to five. The increase in the Head Start Expansion and Quality Improvement Act to $3,500 per child will be a significant step toward adequately meeting the needs of these young children.

School board members believe a child's learning in elementary and secondary school is enhanced by age-appropriate pre-kindergarten

developmental opportunities. Access to these opportunities must not be dependent on the child's family income.

NSBA looks forward to continuing to work with you to assure that Head Start is fully funded for all eligible children.

Very truly yours,

James R. Oglesby
President

Thomas A. Shannon
Executive Director

AMERICAN ASSOCIATION
OF SCHOOL ADMINISTRATORS

AASA
LEADERSHIP
FOR LEARNING

March 1, 1990

The Honorable Christopher J. Dodd
Chairman, Senate Subcommittee on Children,
Family, Drugs, and Alcoholism
639 Senate Hart Office Building
United States Senate
Washington, D.C. 20510

Dear Senator Dodd:

The American Association of School Administrators (AASA), representing nearly 19,000 local school superintendents and other school district officials, strongly supports the "Head Start Expansion and Quality Improvement Act of 1990".

AASA supports both full funding of Head Start and the quality improvements outlined in your legislation. Specifically, we support improved financial benefits to Head Start employees, including benefits; improvement in Head Start facilities; and the provision of sufficient transportation services. In addition, we support allowing more local control in the governance of Head Start programs.

We look forward to working with you further on the Head Start legislation.

Sincerely,

Virginia C. Vertiz, Ph.D.
Government Relations Representative

(703) 528-0700 • Fax (703) 841-1543
1801 North Moore Street • Arlington, Virginia 22209
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## PREPARED STATEMENT OF THE CHILDREN'S DEFENSE FUND

The Children's Defense Fund appreciates the opportunity to submit testimony concerning Head Start. CDF is a privately-supported public charity that advocates for the interests of low-income children.

Since Head Start begin in 1965, it has remained one of the few programs that comprehensively addresses the needs of children and families. Head Start's approach to helping low-income children and families is grounded in common sense. If children are provided breakfast and enough to eat during the rest of the day, they will be better able to concentrate in school and generally, will be more likely to thrive. Children who receive regular health care will have better attendance records, more energy, heightened attention when they are in class, and improved performance on these measures through their school careers. With special help, parents who are trapped in poverty can become partners in their children's learning experiences and take steps toward self-sufficiency themselves. Low-income communities can be strengthened when given the opportunity to shape and run their own programs.

Head Start now enjoys tremendous support throughout America. It has been hailed by President Bush as a program "near and dear to all of us... that will help make sure that our kids are ready to learn the very first day they walk into the classroom." Former Presidents Carter and Ford, in their joint recommendations for the incoming Bush Administration in early 1989, called Head Start "a model that works," and urged expanded funding for the

program.

Recognizing that the dwindling size of the future work force makes it all the more important for every American youngster to get off to a strong start, the business-led Committee for Economic Development (CED) recommends that the nation expand Head Start until every eligible child has a chance to participate.

Despite this heightened recognition of the critical need for comprehensive high quality programs, the federal government has failed to build upon Head Start's impressive record of success by expanding the size of the program to serve the growing number of poor children and families. Due to a nearly 100 percent increase in the cost of living since 1978, as well as an increase in the number of poor three-to five-year olds (from 1.5 million in 1978 to 2.4 million in 1988), the $500 million increase proposed by President Bush for FY 1991 still will leave Head Start with fewer inflation-adjusted dollars per poor child than in 1978.

The reauthorization of Head Start this year coincides with the program's 25th anniversary. It presents a unique opportunity to offer a Head Start experience to every eligible child. Equally important, it provides an opportunity to bolster the quality of Head Start in ways that have been urged repeatedly by policymakers and early childhood development experts over the past decade. If Head Start is to remain an effective program that meets the needs of children and families in the 1990's warning signals about the federal government's failure to preserve program quality -- raised by a blue-ribbon commission

that reviewed Head Start at the beginning of the 1980s, by a similar group convened by the Children's Defense Fund in the mid-1980s, and once again by the Silver Ribbon Panel convened to re-examine Head Start as it enters the 1990s -- must finally be heeded.

**The Changing Needs of Head Start Families**

Head Start must continue to respond to the changing needs of its families. When Head Start was initiated in 1965, few women worked outside the home, making a part-day program a sensible approach to meeting the needs of low-income families and children. In 1980, the blue ribbon commission's report, Head Start in the 1980's: A Report Requested by the U.S. President, highlighted the changing demographics and its impact on Head Start families:

> "Budgetary constraints have not only limited Head Start's ability to serve more eligible children; they have also prevented Head Start from keeping pace with the changing characteristics of the target population. At a time when demand for services for children from the prenatal period through age three is escalating rapidly, the basic Head Start program continues to focus on children ages three to five. It is not that Head Start lacks the knowledge or the expertise to reach out to younger children. On the contrary, Head Start's experimental initiatives not only demonstrate the program's effectiveness in working with infants and toddlers and their parents; they also demonstrate the vital importance of beginning service to children at this younger age."
>
> "Similarly, due primarily to budgetary constraints, Head Start services have not been able to keep pace with the increase in single-parent and two-parent working families. Full-day Head Start programs have declined from about one-third of the participating programs in 1972 to about 15 percent in 1979. In other words, Head Start has been moving

> away from meeting the day care needs of the working poor at the very time that the labor force participation of women with preschool children has been increasingly rapidly."

Between 1980 and 1987, when the Children's Defense Fund convened a group of Head Start experts to review the program and recommend new directions, the need for services to younger children and for full-day programs had mushroomed, and families in poverty needed a more intensive set of services. Programs are facing new challenges as the Head Start parent population is shifting to include a greater number of working parents, single parents, younger parents, and substance-abusing and homeless parents. There also is a general perception among program directors that more families include three generations in one home, making it more difficult to define and encourage parental responsibility.

The changing nature of Head Start families also was noted by the U.S. Department of Health and Human Services (HHS) in a 1989 Commissioner's Task force Report on Social Services in Head Start:

> "The National Head Start Bureau, Regional office staff, and especially local programs have become acutely aware of the changing needs of the families in the Head Start community. In a 1987 report from the Office of the Inspector General, it was noted that Head Start programs nation-wide were recruiting and serving many of the neediest of the needy families. With this influx of multiple problem families... programs are being faced with more severely affected families."

What are the implications of families' changing needs on Head Start? For one, programs must intervene early and retain the flexibility built into Head Start which allows them to design

their services to meet the needs of families in their community. Lisbeth Schorr, author of Within Our Reach: Breaking the Cycle of the Disadvantaged, examined successful approaches to working with low-income families. She found that effective programs are comprehensive and intensive, design their services to fit the distinctive needs of those at risk, and intervene at early ages when possible. Other research on family support programs indicates that both comprehensive services and early intervention are key to helping poor families.

How has the Bush Administration responded to clear evidence that poor children need intensive services and that they need them early? Instead of widening their vision, they have worked to narrow the scope of Head Start, seeking to limit the program's services to four-year-olds. Early this year, HHS issued program guidelines to give priority for expansion funds to four-year-olds, an apparent violation of Head Start legislation. In 1986, as a result of pressure from Congress and the Head Start community, the Reagan Administration retreated from similar plans to issue regulations that would have narrowed the program's focus.

**The Need to Strengthen Program Quality**

The need to strengthen the quality of Head Start is a pressing issue that has been ignored for many years. Head Start in the 1980's identified the quality of Head Start as the first priority for attention:

"Based on our review of Head Start and the challenges facing the program in the 1980's, our first priority is to protect Head Start's quality, which has always been the program's hallmark. Head Start personnel must receive cost-of-living increases, salary incentives and employee benefits comparable to those of personnel performing similar tasks in the community. As another quality control measure, more emphasis should be placed on program and managerial resources.

"Inflation is also worsening Head Start salaries. Head Start teachers receive an average salary of $6,865 a year, with a very high percentage receiving minimum wage. In 1972 Head Start turnover was 15 percent annually; at present it is estimated in excess of 20 percent. Nationwide, a FY 1980 study of the turnover among Head Start directors revealed that one-third leave annually (Impact of Inflation Memorandum, 1980). Excessive staff turnover not only disrupts the child's continuity of care; it also increases staff training costs, since newly trained staff frequently leave for better paying jobs.

"Finally, inflation has greatly increased the cost of transporting children to and from the Head Start center. Transportation costs are further escalated by the implementation of higher safety standards at the state level, and the inclusion of handicapped children who have special transportation needs. To offset these rising transportation costs, some grantees are narrowing the geographic area which they serve. As a result, some of the rural and isolated families who most need Head Start are excluded from the program."

Despite these warnings of deteriorating program quality, Head Start grantees during the 1980s repeatedly were pressured to spread their federal dollars too thinly, maintaining or modestly expanding enrollments at the expense of salaries, training, adequate transportation and other essential program improvements. The cost per child in Head Start today is less in real dollars than it was in 1977.

**Low Salaries Plague Programs**

Head Start programs across the country report that because of the low salaries that they must pay, they cannot find qualified staff to fill either classroom, support staff, or administrative positions. Children suffer as a result. In some cases, fewer children can be served because teachers cannot be hired. A high turnover means that the children enrolled in Head Start, who often have a great deal of uncertainty in their lives, must readjust to a continuous stream of caregivers.

Today low salaries and inadequate, if any, benefits are an even greater threat to program quality than they were a decade ago. Programs must now compete with a growing number of public school-based, state funded preschool programs which offer higher salaries and benefits.

A 1988 study conducted by the Administration for Children, Youth and Families revealed that 47 percent of Head Start teachers earn less than $10,000 a year, with average salaries in the range of $12,900 annually. The same study also indicated that a beginning Head Start teacher with a Bachelor's Degree in Early Childhood earns 63 percent of the average salary paid for comparable positions in public school kindergartens. Similarly, CDF found that the entry wage for a public school teacher in Providence, Rhode Island in 1987 was $17,500, whereas a Head Start teacher with a B.A. started at $9,000 a year and could only reach a maximum annual salary of $12,000 a year.

Many Head Start programs also do not offer adequate employee benefits, including health insurance and retirement plans. Those that have attempted to do so face soaring increases in the cost of such benefits. Programs report increases of 80 to 129 percent over the span of a few years. Some have been forced to change insurance companies opting for less health and dental coverage.

Low salaries and poor benefits also make it difficult to recruit the support staff which are so essential to helping Head Start families. For example, a Patterson, New Jersey program has advertised for a Health Coordinator since August, 1989 without receiving a single application because the salary offered is at least $8,000 lower than that offered for comparable work at other institutions. Head Start directors frequently worry about losing nutritionists and other specialists to higher paying jobs, knowing that they will not be able to find equally competent replacements at current salary levels.

**Support Staff Carry too Heavy a Caseload**

Many current support staff are being asked to carry extraordinarily high caseloads of multi-problem families, often with little if any training. Important Head Start positions in health, parent involvement, and social services have been combined or caseloads have been increased to meet budget constraints. Nationwide, according to ACYF, 71 percent of Head Start programs had social service caseloads greater than 60:1 in contrast to a recommended caseload of 35:1. One in six Head

Start grantees lacked a full-time social service coordinator and the same proportion lacked a full-time Parent Involvement Coordinator.

The need for additional support to families was recognized by the panel of Head Start experts convened by CDF in 1987. They recommend that ACYF develop a staff-child ratio for both parent involvement staff and social services staff, and allow local programs the flexibility to increase their parent involvement staff when parents experience a greater number of problems. Most importantly, they recommended that local programs be allowed greater flexibility in the cost they spend per child because the need for support services had intensified with the growing number of severe problems such as substance abuse and homelessness.

**Staff Training Efforts Fall Far Short of Need**

Frequent turnover, exacerbated by low salaries in Head Start programs has increased the importance of staff training. Training is widely recognized by child development experts as the single most critical determinant of a high-quality early childhood program. The link between quality and training is especially significant to Head Start because of its unique employment strategy which provides work opportunities to parents and others in the local community. In 1989, almost 36 percent of staff were parents of current or former Head Start children, with an additional 443,000 parents providing volunteer services to local programs.

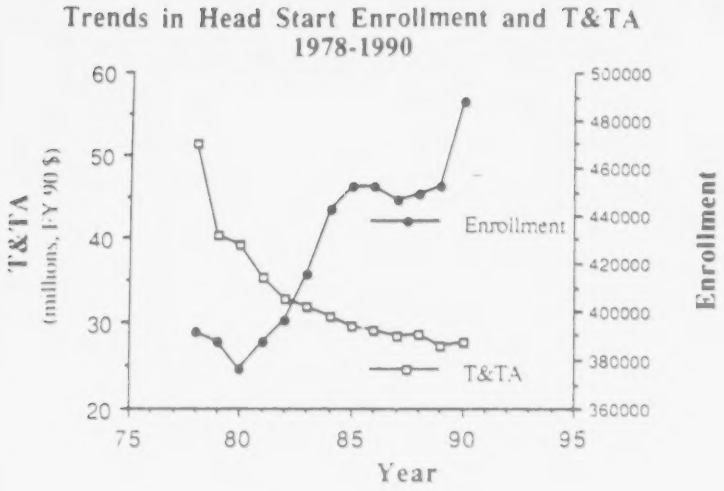
Through Resource Access Projects, Head Start training and technical assistance funds provide special services to teachers and other staff working with handicapped students, who currently comprise 13.5 percent of Head Start children. Appropriate training experiences also provide teachers and administrators with the special skills necessary to provide high quality services in bilingual and multicultural classrooms, as well as to the migrant and American Indian programs.

The U.S. Department of Health and Human Services has recognized the importance of trained teachers and issued proposed regulations which would require that every classroom have at least one teacher with at least a Child Development Associate (CDA) credential by 1992. Even with no program expansion beyond that proposed by President Bush, approximately $23 million in new training dollars will be needed just to enable Head Start programs to meet this new requirement. While the CDA strategy is important, staff also must have access to training opportunities beyond this competency based credential. Head Start staff seeking to improve their skills by earning two or four year early childhood development degrees should be able to receive help through Head Start.

Training of support staff is as critical as training of classroom teachers. These Head Start staff must work with a dramatically increasing number of troubled children and families. One Head Start program estimates that the number of abused children in their program has doubled in recent years, that at

least 45 percent of their children require special services, and that at least 50 percent of their families are affected by alcohol and substance abuse. Because of the intense needs of their children and their families, Head Start needs qualified and experienced staff who receive on-going training and support from mental-health coordinators and skilled social service directors. Highly specialized training must be available for teachers and support staff working with homeless children, HIV positive children, abused children, as well as children at risk of developmental delay. Yet, little attention has been devoted to the need for adequate training of social service, health and mental health care providers, and staff skilled at involving parents.

Lisbeth Schorr stresses that in successful programs staff have the time, training and skills to build relationships of trust and respect with children and families. Over the past decade, the federal government's response to the need for improved training opportunities for Head Start staff has been dismal. While Head Start enrollment has increased by 25 percent since 1978, training and technical assistance funds have decreased by almost half. Training and technical assistance funds for teachers of handicapped children have shown a similar pattern. In 1989, Head Start served approximately 20,000 more handicapped children than in 1978, while funding for the Resource Access Projects, which provide training to teachers of handicapped children, have decreased by 23 percent.




Another serious problem which affects the quality of Head Start programs is the shortage of adequate facilities. Many Head Start programs operate in facilities that are inappropriate for early childhood programs, and in some cases unsafe. As the need for child care has grown, many churches have opened their own child care facilities in spaces that once housed Head Start programs. In addition, the growth of state-funded preschool programs, many of them located in the public schools, also has eliminated space that was previously used by Head Start agencies.

Head Start administrators spend much of their time just "keeping a roof over our heads." Classrooms are moved frequently, sometimes twice in one year often after costly renovations have been made. Directors report facilities that are

in jeopardy of being condemned, ceilings that are caving in and walls, floors, or heating systems that need replacement. A Washington, D.C. program recently closed a facility located in a public housing project because they could not afford to make repairs. The Mississippi Head Start Director's Association has estimated that 25 percent of the facilities used by Head Start programs in the state should be replaced.

**1990 is the Year to Signal a New Direction for Head Start**

S. 2229 as introduced by Sentors Dodd and Kennedy, in combination with S. 5, which increases funds for child care for children so that they could receive full-day, full-year child care services, offers a significant opportunity to address the needs of Head Start families and to strengthen program quality. The bill's funding levels would allow all eligible three- and four-year-olds as well as some five-year-olds to participate in Head Start by FY 1994. It also preserves the flexibility for programs to reach down and serve younger children as needed. The quality improvements set-aside will finally insure a more reasonable balance between expansion and maintaining a strong program for children and families. Given the positive impact of a high quality early childhood program on the lives of low-income children, expansion and quality are equally important. We urge the Committee to maintain the funding levels and the quality improvement set-aside in S. 2229 as the bill moves through the mark-up process.

## PREPARED STATEMENT OF THE NATIONAL TREASURY EMPLOYEES UNION
## ROBERT M. TOBIAS, NATIONAL PRESIDENT

Mr. Chairman and Members of the Committee:

I am Robert Tobias, President of the National Treasury Employees Union. NTEU represents approximately 144,000 federal employees, including employees overseeing the Head Start Program in the Office of Human Development Services.

I want to thank you for holding this timely hearing on reauthorization of the Head Start Program. Few would argue that Head Start is among the jewels of the federal government's programs.

In the last year, we have become increasingly concerned about contracting out of what we believe are services essential to the continued success of the Head Start program. In July of 1989, a contract was signed involving the monitoring of grantees participating in the Head Start program. All interested parties were assured that the contractors' responsibilities were to be limited to support services including determining the availability of reviewers, and coordinating travel and payment arrangements. In addition, we were assured that actual Head Start review teams would continue to be led by federal employees knowledgeable about the program.

1730 K Street, N.W. • Suite 1101 • Washington, D.C. 20006 • (202) 785-4411

During negotiations, HHS repeatedly stated that it had no plans to send out review teams without federal team leaders. When we raised this issue with Members of Congress, HHS made similar assertions in response to their inquiries.

Shortly thereafter, HHS announced that due to budgetary restraints, it intended to begin sending out review teams without federal leaders. It was only after repeated urging from NTEU that HHS agreed to establish even minimal qualifications necessary for these non-federal team leaders.

It is our position that this represents an unacceptable privatization of a major federal oversight responsibility.

These actions seem motivated not by the best interests of the Head Start program, but rather the continuing effort to downsize the government, reduce budgets by the most expedient route without regard to merit and privatize wherever possible.

In addition to our obvious concern over the abrogation of federal oversight responsibilities, we were dismayed that no cost studies had been done to determine if, in fact, this were the more logical course of action. Head Start regulations mandate monitoring of individual grantees and it only makes sense to have the federal employees who administer the program and have first-hand knowledge of its operation overseeing these reviews.

Continued operation of the Head Start program as one of the premier federal success stories in the education field requires continued federal involvement. This is not an issue that should even be negotiable. These reviews serve to uncover inefficient and abusive use of federal grant monies and insure that only the most

meritorious programs continue to be funded.

In order to avoid public perception of Head Start as just another government "pork barrel" which is maintained at taxpayer expense, policing of its grantees must remain in the hands of federal employees who are knowledgeable about and dedicated to the program, and who have no vested interest in the grantees who are receiving the funds.

We applaud the Administration for seeking a $500 million increase in Head Start funding for Fiscal Year 1991. However, this money can only be regarded as worthwhile if it in fact is used to expand and improve on the program.

With funding goes the responsibility for monitoring the Head Start grantees. If the Administration intends to use significant portions of these funds to privatize this function and alter the monitoring process, then, in my opinion, this does not represent an expansion of Head Start, but rather a lack of commitment towards its future.

I urge this Committee to carefully review the Administration's plans for continued oversight and monitoring of Head Start to insure that we do not undermine the very administrative structure that has made Head Start a success.

The Junior League of Jackson, Inc.

Post Office Box 4709
Jackson, Mississippi 39296-4709

March 12, 1990

Senator Christopher Dodd, Chairman
SubCommittee on Children, Family, Drugs, and Alcoholism
Labor and Human Resources Committee
639 Hart Senate Office Building
Washington, D.C. 20501

Dear Senator:

As the committee considers the annual reauthorization of Head Start legislation, I want to bring to your attention the possibility of incorporating Missouri's "Parents as Teachers" (PAT) as an expansion of existing Head Start service. With the recent expansion of PAT into Connecticut, I feel certain you and your staff are well acquainted with the merits of the program; however, I am unsure if you realize that, in addition to being an outstanding program, PAT can also be incorporated into existing programs as a program component. The Junior League of Jackson, Inc. through The Center for Family Education, Inc. (CFE), has been working with our local Head Start agency to expand this model into our community.

CFE is a private not-for-profit agency based on a model of family development that seeks to provide ongoing support for families from a child's birth to independence (See attached). CFE operates under the two-fold purpose of delivering service to a designated high risk neighborhood in such a way as to become a program model. The initial CFE programming effort was a three and four year old preschool because of the immediate educational and economic impact such a program can make as demonstrated by Head Start. We are, therefore, similar in population and programming to Head Start programs. By incorporating PAT into our service, we are providing our "hard to reach" families a parent empowerment program that might otherwise be unobtainable.

Our experience, verified by Lizbeth Schoor in Within Our Reach, is that families require support at each phase of transition and are particularly receptive to new learning at childbirth. We use PAT with its 0-36 month target population as the foundation of our service to families and first used it with families of children we were serving in the PreSchool. With the documented results of PAT, we are sure that other siblings in these families will come to us as competent three year olds from confident parents ready for additional growth in a preschool setting. Importantly, using the model for "Parents as Teachers in the Child Care Setting," existing personnel are trained as Parent Educators rather than additional employees hired; thus, service is enriched and benefits multiplied while cost is kept to an absolute minimum.

In closing, I must stress that PAT is a program for all families...a program shown to be sucessful in spite of the risk factors affecting the family. I hope you will enter our comments into the Hearing Record so they may be properly considered.

Sincerely,

Jane P. Boykin

Jane Patterson Boykin
Executive Director, CFE
Member, Junior League of Jackson

## PROGRAM DESIGN BASED ON THE FAMILY DEVELOPMENT MODEL OF THE CENTER FOR FAMILY EDUCATION, INC.

| STAGE OF FAMILY DEVELOPMENT | CHILD* (PIAGET) | PARENT** (GALINSKY) | SUMMARY - CHARACTERISTICS OF CHILD* AND PARENT** | COMPONENTS OF PROGRAM DESIGN |
|---|---|---|---|---|
| Stage 1. Preconception Birth | NA | The Image Maker | CHILD: NA<br>PARENT: Preparing for parenthood by setting image of what child, parent, family will be like. | Target pregnant women (and mates) focusing on realistic goal setting in addition to traditional nutrition, health and child development. |
| Stage 2. Birth - 18/24 months | Sensori-Motor | Nurturing | CHILD: Developing five senses and motor skills<br>PARENT: Establishing attachment to child. | Focus on parent/child activities based on child's physical, emotional, cognitive development. Provide continual assessment of developmental milestones and offer referral treatment resources as indicated. |
| Stage 3. 18/24 months - 4/5 years | Preconceptual | Authority | CHILD: Depending on perception in problem solving; using language egocentrically.<br>PARENT: Determining scope of their authority defining child's behavior, and feeding into the childs emerging identity. | Provide language rich programs. Frame behavior for later school success. Offer parents instruction in positive discipline techniques. Concentrate on development of positive self image in both child and parent. |
| Stage 4. 4/5 years - 7/8 years | Intuitive | Interpretative | CHILD: Making transition from perception to reasoning skills; expanding use of language.<br>PARENT: Interpreting world to child, providing access to skills and information, evaluating and redesigning parenting relationship. | Continue to provide language rich programs with an added emphasis on decision making skills. Offer parent education in communications skills and school success. |
| Stage 5. 7/8 years - 11/12 years | Concrete | Interpretative | CHILD: Solving problems through identified objects; increasing ability to follow rules.<br>PARENT: Continuation of Stage 4. | Increase the opportunities for children to participate in group activities; i.e., clubs, teams, scouts. Encourage parent participation with child's activities and continue parent education in school success and communication skills. Provide experiences that encourage decision making with an emphasis on developing values. |
| Stage 6. 11/12 years - 15/16 years | Formal | Interdependent | CHILD: Solving problems by applying logic and considering different combination of factors; lingering egocentric behavior.<br>PARENT: Redefining relationship to accommodate dependence/independence. | Provide mentors or peer-based programs in order to give the child the opportunity to evaluate life experiences from various points of view. Provide parent/child activities and experiences that encourage the development of new relationships. |
| Stage 7. 16+ | Formal | Departure | CHILD: Increasing independence.<br>PARENT: Evaluating experience and establishing new relationships. | Focus on social, vocational, and education goals that prepare child to reenter the family as a Stage I adult. |

* An Outline of Piaget's Developmental Psychology for Students and Teachers, Ruth M. Beard, 1969, Basic Books, Inc., New York.
** Between Generations: The Six Stages of Parenthood, Ellen Galinsky, 1981, New York Times Books, New York.
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Senator KASSEBAUM. The subcommittee is now adjourned, subject to the call of the Chair.

[Whereupon, at 5:27 p.m., the subcommittee was adjourned, subject to call of the Chair.]

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